Appendix D

Fire and Invasives Assessment Tool (FIAT)

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D. Fire and Invasives Assessment Tool (FIAT)

In the Great Basin Region (WAFWA Management Zones III, IV, and V), the US Fish and Wildlife Service (2013) identified wildfire as a primary threat to Greater Sage-Grouse (GRSG) and its habitat. In particular, it identified wildfire in response to invasive annual grasses and conifer expansion. The Fire and Invasives Assessment Tool (FIAT) provides the BLM and other land management agencies with a framework for prioritizing wildfire management and GRSG habitat conservation.

Supported by US Forest Service General Technical Report 326 (Chambers et. al. 2014; see **Attachment 1**), FIAT provides the BLM and other agencies with a mechanism to identify and prioritize areas within GRSG habitat for potential treatment based on their resistance and resilience characteristics. In the cold desert ecosystem typical throughout the Great Basin, soil moisture and temperature fundamentally influence a landscape's ability to resist environmental change. These factors also influence the landscape's ability to be resilient after long-term ecosystem shifts following a disturbance event, such as wildfire. Low resistance and resilient landscapes are typically characterized by low elevations, south-facing slopes, and porous soils. These areas will likely respond differently to fuels management, wildfire, and subsequent rehabilitation compared to more resistant and resilient landscapes, such as those at higher elevations or on north-facing slopes.

At the resource management planning level, FIAT consists of the following parts:

- The identification of areas at the landscape level, based on national datasets and scientific literature, where the threat to GRSG and its habitat from conifer expansion and wildfire/invasive annual grass is highest
- The identification of regional and local areas where focused wildfire and habitat management is critical to GRSG conservation efforts
- The identification of overarching management strategies for conifer expansion and invasive annual grasses in the areas of habitat recovery/restoration, fuels management, fire operations, and post-fire rehabilitation/emergency stabilization and rehabilitation (ESR)

Attachment 2 outlines the FIAT landscape-level framework and describes the anticipated process for implementing the resource management strategies in the BLM district office and National Forest Unit. Ultimately, the outcomes of the FIAT process will provide land managers with spatially defined priorities and management protocols for the following:

- Operational decision-making during fires
- Implementation of NEPA projects for invasive annual grass and conifer reduction, fuel breaks, and ESR efforts in GRSG habitat

Attachment 1—Chambers et al. 2014 report

Attachment 2—Greater Sage-Grouse Wildfire, Invasive Annual Grasses, and Conifer Expansion Assessment

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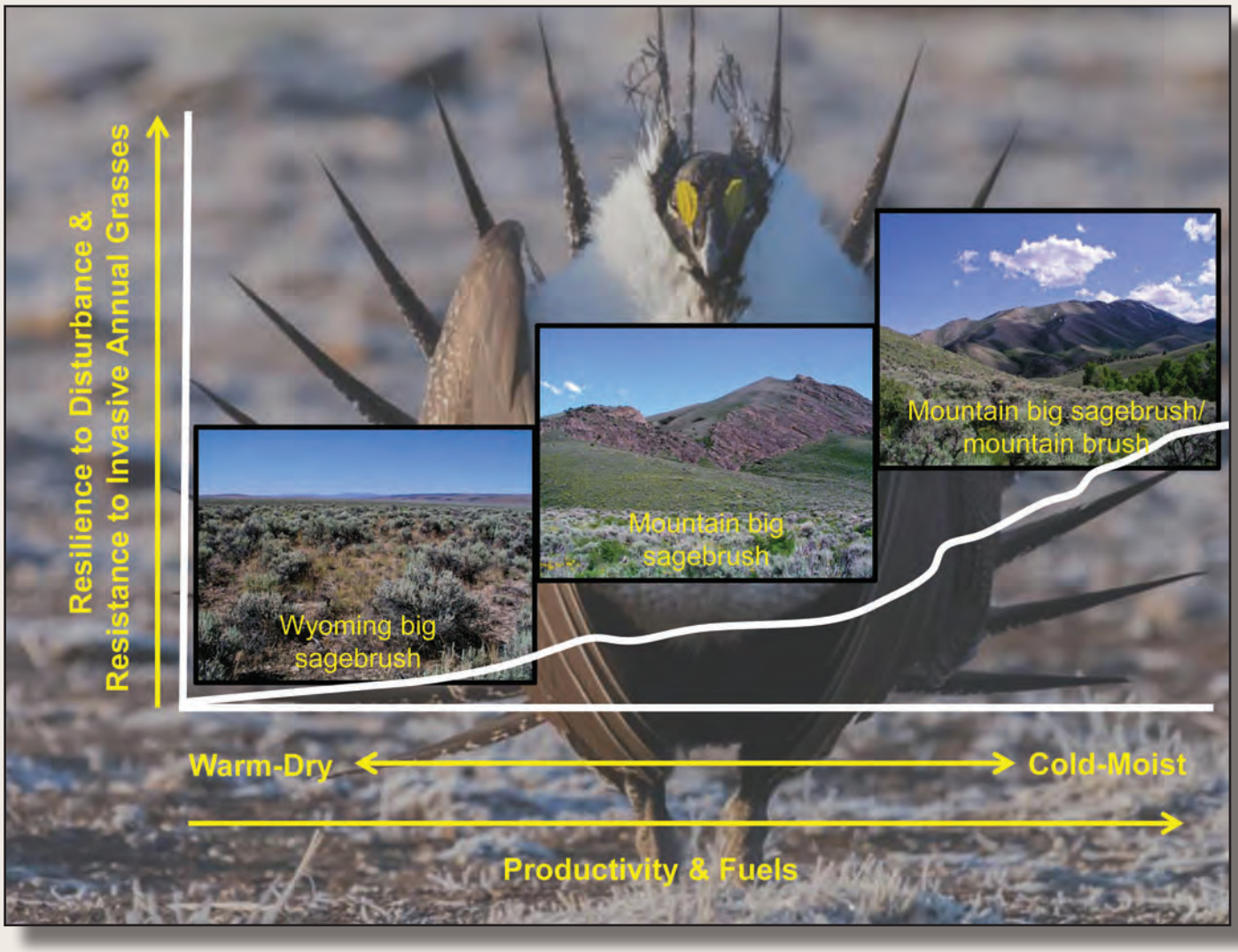
USDA United States Department of Agriculture

Using Resistance and Resilience Concepts to Reduce Impacts of Invasive Annual Grasses and Altered Fire Regimes on the Sagebrush Ecosystem and Greater Sage-Grouse: A Strategic Multi-Scale Approach

Jeanne C. Chambers, David A. Pyke, Jeremy D. Maestas, Mike Pellant, Chad S. Boyd, Steven B. Campbell, Shawn Espinosa, Douglas W. Havlina, Kenneth E. Mayer, and Amarina Wuenschel



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Abstract

This Report provides a strategic approach for conservation of sagebrush ecosystems and Greater Sage-Grouse (sage-grouse) that focuses specifically on habitat threats caused by invasive annual grasses and altered fire regimes. It uses information on factors that influence (1) sagebrush ecosystem resilience to disturbance and resistance to invasive annual grasses and (2) distribution, relative abundance, and persistence of sage-grouse populations to develop management strategies at both landscape and site scales. A sage-grouse habitat matrix links relative resilience and resistance of sagebrush ecosystems with sage-grouse habitat requirements for landscape cover of sagebrush to help decision makers assess risks and determine appropriate management strategies at landscape scales. Focal areas for management are assessed by overlaying matrix components with sage-grouse Priority Areas for Conservation (PACs), breeding bird densities, and specific habitat threats. Decision tools are discussed for determining the suitability of focal areas for treatment and the most appropriate management treatments.

Keywords: sagebrush habitat, Greater Sage-Grouse, fire effects, invasive annual grasses, management prioritization, conservation, prevention, restoration

Cover photos: *Greater Sage-grouse photo by Rick McEwan; sagebrush habitat photos by Jeanne Chambers.*

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Using Resistance and Resilience Concepts to Reduce Impacts of Invasive Annual Grasses and Altered Fire Regimes on the Sagebrush Ecosystem and Greater Sage-Grouse: A Strategic Multi-Scale Approach

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Introduction

An unprecedented conservation effort is underway across 11 States in the western United States to reduce threats to Greater Sage-Grouse (*Centrocercus urophasianus*; hereafter, sage-grouse) and the sagebrush ecosystems on which they depend (fig. 1). Recent efforts were accelerated by the March 2010 determination that sage-grouse warrant protection under the Federal Endangered Species Act, and by increased emphasis on broad collaboration among state and Federal partners to proactively identify and implement actions to reverse current trends (USFWS 2010, 2013). Conservation success hinges on being able to achieve "the long-term conservation of sage-grouse and healthy sagebrush shrub and native perennial grass and forb communities by maintaining viable, connected, and well-distributed populations and habitats across their range, through threat amelioration, conservation of key habitats, and restoration activities" (USFWS 2013). While strides are being made to curtail a host of threats across the range, habitat loss and fragmentation due to wildfire and invasive plants remain persistent challenges to

Figure 1. Greater Sage-Grouse (*Centrocercus urophasianus*) (photo by Charlotte Ganskopp).

achieving desired outcomes – particularly in the western portion of the range (Miller et al. 2011; USFWS 2010; 2013). Management responses to date have not been able to match the scale of this problem. Natural resource managers are seeking coordinated approaches that focus appropriate management actions in the right places to maximize conservation effectiveness (Wisdom and Chambers 2009; Murphy et al. 2013).

Improving our ability to manage for resilience to disturbance and resistance to invasive species is fundamental to achieving long-term sage-grouse conservation objectives. Resilient ecosystems have the capacity to ***regain*** their fundamental structure, processes, and functioning when altered by stressors like drought and disturbances like inappropriate livestock grazing and altered fire regimes (Holling 1973; Allen et al. 2005). Species resilience refers to the ability of a species to recover from stressors and disturbances (USFWS 2013), and is closely linked to ecosystem resilience. Resistant ecosystems have the capacity to ***retain*** their fundamental structure, processes, and functioning when exposed to stresses, disturbances, or invasive species (Folke et al. 2004). Resistance to invasion by nonnative plants is increasingly important in sagebrush ecosystems; it is a function of the abiotic and biotic attributes and ecological processes of an ecosystem that limit the population growth of an invading species (D'Antonio and Thomsen 2004**)**. A detailed explanation of the factors that influence resilience and resistance in sagebrush ecosystems is found in Chambers et al. 2014.

In general, species are likely to be more resilient if large populations exist in large blocks of high quality habitat across the full breadth of environmental variability to which the species is adapted (Redford et al. 2011). Because sage-grouse are a broadly distributed and often wide-ranging species that may move long-distances between seasonal habitats (Connelly et al. 2011a,b), a strategic approach that integrates both landscape prioritization and site-scale decision tools is needed. This document develops such an approach for the conservation of sagebrush habitats across the range of sage-grouse with an emphasis on the western portion of the range. In recent years, information and tools have been developed that significantly increase our understanding of factors that influence the resilience of sagebrush ecosystems and the distribution of sage-grouse populations, and that allow us to strategically prioritize management activities where they are most likely to be effective and to benefit the species. Although the emphasis of this Report is on the western portion of the sage-grouse range, the approach has management applicability to other sagebrush ecosystems.

In this report, we briefly review causes and effects of invasive annual grasses and altered fire regimes, and then discuss factors that determine resilience to disturbances like wildfire and resistance to invasive annual grasses in sagebrush ecosystems. We illustrate how an understanding of resilience and resistance, sagebrush habitat requirements for sage-grouse, and consequences that invasive annual grasses and wildfire have on sage-grouse populations can be used to develop management strategies at both landscape and site scales. A sage-grouse habitat matrix is provided that links relative resilience and resistance with habitat requirements for landscape cover of sagebrush to both identify priority areas for management and determine effective management strategies at landscape scales. An approach for assessing focal areas for sage-grouse habitat management is described that overlays Priority Areas for Conservation (PACs) and breeding bird densities with resilience and resistance and habitat suitability to spatially link sage-grouse populations with habitat conditions and risks. The use of this approach is illustrated for the western portion of the range and for a diverse area in the northeast corner of Nevada. It concludes with a discussion of the tools available for determining the suitability of focal areas for treatment and the most appropriate management treatments. Throughout the document, the emphasis is on using this approach to guide and assist fire operations, fuels management, post-fire rehabilitation, and habitat restoration activities to maintain or enhance sage-grouse habitat.

Threats of Invasive Annual Grasses and Altered Fire Regimes to Sagebrush Ecosystems and Sage-Grouse

Effects on Sagebrush Ecosystems

Sage-grouse habitat loss and fragmentation due to wildfire and invasive plants are widely recognized as two of the most significant challenges to conservation of the species, particularly in the western portion of the range (Miller et al. 2011; USFWS 2010, 2013). During pre-settlement times, sagebrush-dominated ecosystems had highly variable fire return intervals that ranged from decades to centuries (Frost 1998; Brown and Smith 2000; Miller et al. 2011). At coarse regional scales, fire return intervals in sagebrush ecological types were determined largely by climate and its effects on fuel abundance and continuity. Consequently, fire frequency was higher in sagebrush types with greater productivity at higher elevations and following periods of increased precipitation than in lower elevation and less productive ecosystems (West 1983b; Mensing et al. 2006). At local scales within sagebrush types, fire return intervals likely were determined by topographic and soil effects on productivity and fuels and exhibited high spatial and temporal variability (Miller and Heyerdahl 2008).

Euro-American arrival in sagebrush ecosystems began in the mid-1800s and initiated a series of changes in vegetation composition and structure that altered fire regimes and resulted in major changes in sagebrush habitats. The first major change in fire regimes occurred when inappropriate grazing by livestock led to a decrease in native perennial grasses and forbs and effectively reduced the abundance of fine fuels (Knapp 1996; Miller and Eddleman 2001; Miller et al. 2011). Decreased competition from perennial herbaceous species, in combination with ongoing climate change and favorable conditions for woody species establishment at the turn of the twentieth century, resulted in increased abundance of shrubs (primarily *Artemisia* species) and trees, including juniper (*Juniperus occidentalis, J. osteosperma*) and piñon pine (*Pinus monophylla*), at mid to high elevations (Miller and Eddleman 2001; Miller et al. 2011). The initial effect of these changes in fuel structure was a reduction in fire frequency and size. The second major change in fire regimes occurred when non-native annual grasses (e.g., *Bromus tectorum, Taeniatherum caput-medusa*) were introduced from Eurasia in the late 1800s and spread rapidly into low to mid-elevation ecosystems with depleted understories (Knapp 1996). The invasive annual grasses increased the amount and continuity of fine fuels in many lower elevation sagebrush habitats and initiated annual grass/fire cycles characterized by shortened fire return intervals and larger, more contiguous fires (fig. 2; D'Antonio and Vitousek 1992; Brooks et al. 2004). Since settlement of the region, cheatgrass came to dominate as much as 4 million hectares (9.9 million acres) in the states of Nevada and Utah alone (fig. 3; Bradley and Mustard 2005). The final change in fire regimes occurred as a result of expansion of juniper and piñon pine trees into sagebrush types at mid to high elevations and a reduction of the grass, forb, and shrub species associated with these types. Ongoing infilling of trees is increasing woody fuels, but reducing fine fuels and resulting in less frequent fires (fig. 4; Miller et al. 2013). Extreme burning conditions (high winds, high temperatures, and low relative humidity) in high density (Phase III) stands are resulting in large and severe fires that result in significant losses of above- and below-ground organic matter (sensu Keeley 2009) and have detrimental ecosystem effects (Miller et al. 2013). Based on tree-ring analyses at several Great Basin sites, it is estimated that the extent of piñon and/or juniper woodland increased two to six fold since settlement, and most of that area will exhibit canopy closure within the next 50 years (Miller et al. 2008).

Figure 2. A wildfire that burned through a Wyoming big sagebrush ecosystem with an invasive annual grass understory in southern Idaho (top) (photo by Douglas J. Shinneman), and a close-up of a fire in a Wyoming big sagebrush ecosystem (bottom) (photo by Scott Schaff).

Figure 3. A wildfire that started in invasive annual grass adjacent to a railroad track and burned upslope into a mountain big sagebrush and Jeffrey pine ecosystem in northeast Nevada (top). A big sagebrush ecosystem that has been converted to invasive annual grass in north central Nevada (bottom) (photos by Nolan E. Preece).

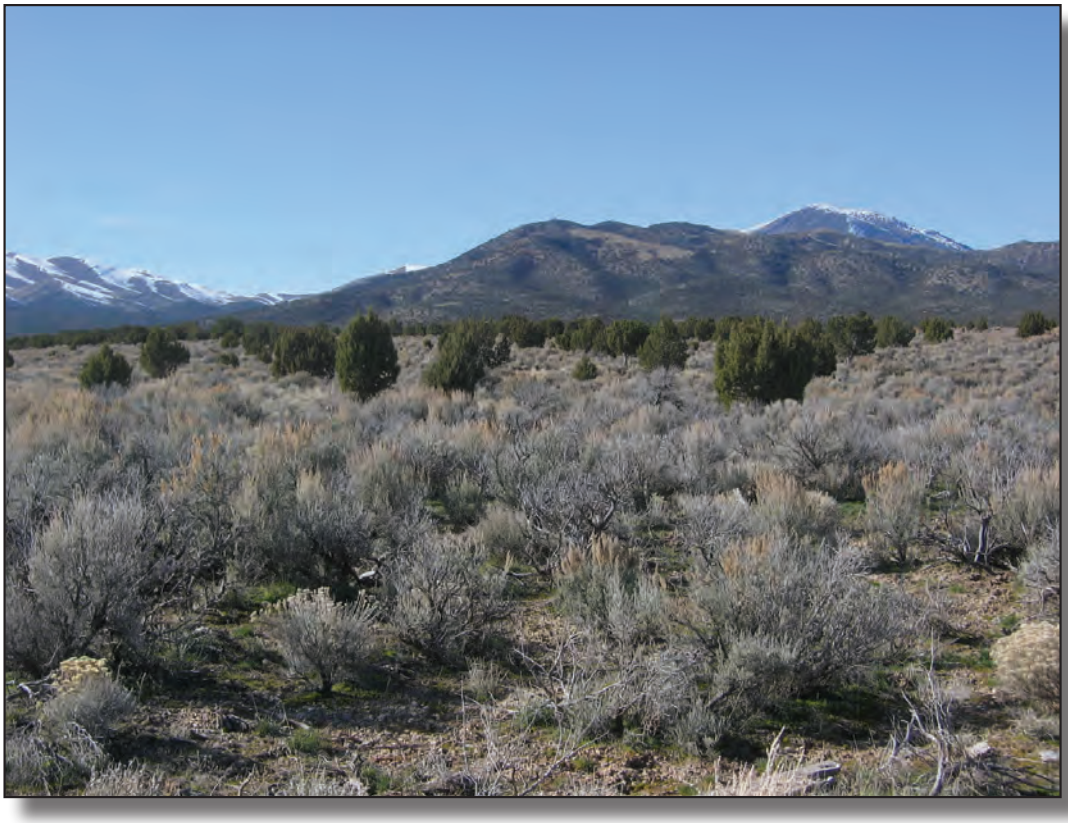

Figure 4. Expansion of Utah juniper trees into a mountain big sagebrush ecosystem in east central Utah (top) that is resulting in progressive infilling of the trees and exclusion of native understory species (bottom) (photos by Bruce A. Roundy).

Effects on Sage-Grouse Habitat Selection and Population Dynamics

Understanding the effects of landscape changes on sage-grouse habitat selection and population dynamics can help managers apply more strategic and targeted conservation actions to reduce risks. Two key land cover shifts resulting from invasive annual grasses and altered fire regimes are affecting the ability to achieve the range-wide goal of stable-to-increasing population trends − large-scale reduction of sagebrush cover and conversion of sagebrush ecosystems to annual grasslands.

Sage-grouse are true sagebrush obligates that require large and intact sagebrush landscapes. Consequently, wildfires occurring at the extremes of the natural range of variability that remove sagebrush, even temporarily, over large areas and over short time periods often have negative consequences for sage-grouse. Several range-wide studies have identified the proportion of sagebrush-dominated land cover as a key indicator of sage-grouse population persistence and, importantly, have revealed critical levels of sagebrush landscape cover required by sage-grouse (see Appendix 2 for a description of landscape cover and how it is derived). Knick et al. (2013) found that 90% of active leks in the western portion of the range had more than 40% landscape cover of sagebrush within a 5-km (3.1-mi) radius of leks. Another range-wide analysis documented a high risk of extirpation with <27% sagebrush landscape cover and high probability of persistence with >50% sagebrush landscape cover within 18-km (11.2-mi) of leks (Wisdom et al. 2011). Similarly, Aldridge et al. (2008) found long-term sage-grouse persistence required a minimum of 25%, and preferably at least 65%, sagebrush landscape cover at the 30-km (18.6-mi) scale. Considered collectively, cumulative disturbances that reduce the cover of sagebrush to less than a quarter of the landscape have a high likelihood of resulting in local population extirpation, while the probability of maintaining persistent populations goes up considerably as the proportion of sagebrush cover exceeds two-thirds or more of the landscape. Reduction of sagebrush cover is most critical in low to mid elevations where natural recovery of sagebrush can be very limited within timeframes important to sage-grouse population dynamics (Davies et al. 2011).

Nonnative annual grasses and forbs have invaded vast portions of the sage-grouse range, reducing both habitat quantity and quality (Beck and Mitchell 2000; Rowland et al. 2006; Miller et al. 2011; Balch et al. 2013). Due to repeated fires, some low- to mid-elevation native sagebrush communities are shifting to novel annual grassland states resulting in habitat loss that may be irreversible with current technologies (Davies et al. 2011; Miller et al. 2011; Chambers et al. 2014). At the broadest scales, the presence of non-native annual grasslands on the landscape may be influencing both sage-grouse distribution and abundance. In their analysis of active leks, Knick et al. (2013) found that most leks had very little annual grassland cover (2.2%) within a 5-km (3.1-mi) radius of the leks; leks that were no longer used had almost five times as much annual grassland cover as active leks. Johnson et al. (2011) found that lek use became progressively less as the cover of invasive annual species increased at both the 5-km (3.1-mi) and 18-km (11.2-mi) scales. Also, few leks had >8% invasive annual vegetation cover within both buffer distances.

Patterns of nest site selection also suggest local impacts of invasive annual grasses on birds. In western Nevada, Lockyer (2012) found that sage-grouse selected large expanses of sagebrush-dominated areas and, within those areas, sage-grouse selected microsites with higher shrub canopy cover and lower cheatgrass cover. Average cheatgrass cover at selected locations was 7.1% compared to 13.3% at available locations. Sage-grouse hens essentially avoided nesting in areas with higher cheatgrass cover. Kirol et al. (2012) also found nest-site selection was negatively correlated with the presence of cheatgrass in south-central Wyoming.

Sage-grouse population demographic studies in northern Nevada show that recruitment and annual survival also are affected by presence of annual grasslands at larger scales. Blomberg et al. (2012) analyzed land cover within a 5-km (3.1-mi) radius of leks and found that leks impacted by annual grasslands experienced lower recruitment than non-impacted leks, even following years of high precipitation. Leks that were not affected by invasive annual grasslands exhibited recruitment rates nearly twice as high as the population average and nearly six times greater than affected leks during years of high precipitation.

Piñon and juniper expansion at mid to upper elevations into sagebrush ecosystems also has altered fire regimes and reduced sage-grouse habitat availability and suitability over large areas with population-level consequences (Miller et al. 2011; Baruch-Mordo et al. 2013; Knick et al. 2013). Conifer expansion results in non-linear declines in sagebrush cover and reductions in perennial native grasses and forbs as conifer canopy cover increases (Miller et al. 2000) and this has direct effects on the amount of available habitat for sagebrush-obligate species. Sites in the late stage of piñon and juniper expansion and infilling (Phase III from Miller et al. 2005) have reduced fire frequency (due to decreased fine fuels), but are prone to higher severity fires (due to increased woody fuels) which significantly reduces the likelihood of sagebrush habitat recovery (fig. 5) (Bates et al. 2013). Even before direct habitat loss occurs, sage-grouse avoid or are negatively associated with conifer cover during all life stages (i.e., nesting, brood-rearing, and wintering; Doherty et al. 2008, 2010a; Atamian et al. 2010; Casazza et al. 2011). Also, sage-grouse incur population-level impacts at a very low level of conifer encroachment. The ability to maintain active leks is severely compromised when conifer canopy exceeds 4% in the immediate vicinity of the lek (Baruch-Mordo et al. 2013), and most active leks average less than 1% conifer cover at landscape scales (Knick et al. 2013).

Figure 5. A post-burn, Phase III, singleleaf piñon and Utah juniper dominated sagebrush ecosystem in which soils are highly erosive and few understory plants remain (photo by Jeanne C. Chambers).

Resilience to Disturbance and Resistance to Invasive Annual Grasses in Sagebrush Ecosystems

Our ability to address the changes occurring in sagebrush habitats can be greatly enhanced by understanding the effects of environmental conditions on resilience to stress and disturbance, and resistance to invasion (Wisdom and Chambers 2009; Brooks and Chambers 2011; Chambers et al. 2014). In cold desert ecosystems, resilience of native ecosystems to stress and disturbance changes along climatic and topographic gradients. In these ecosystems, Wyoming big sagebrush (*Artemisia tridentata* spp. *wyomingensis*), mountain big sagebrush (*A. t.* spp. *vaseyana*), and mountain brush types (e.g., mountain big sagebrush, snowberry [*Symphorocarpus* spp.], bitterbrush [*Purshia tridentata*]) occur at progressively higher elevations and are associated with decreasing temperatures and increasing amounts of precipitation, productivity, and fuels (fig. 6; West and Young 2000). Piñon pine and juniper woodlands are typically associated with mountain big sagebrush types, but can occur with relatively cool and moist Wyoming big sagebrush types and warm and moist mountain brush types (Miller et al. 2013). Resilience to disturbance, including wildfire, has been shown to increase along these elevation gradients (fig. 7A) (Condon et al. 2011; Davies et al. 2012; Chambers et al. 2014; Chambers et al. *in press*). Higher precipitation and cooler temperatures, coupled with greater soil development and plant productivity at mid to high elevations, can result in greater resources and more favorable environmental conditions for plant growth and reproduction (Alexander et al. 1993; Dahlgren et al. 1997). In contrast, minimal precipitation and high temperatures at low elevations result in lower resource availability for plant growth (West 1983a,b;

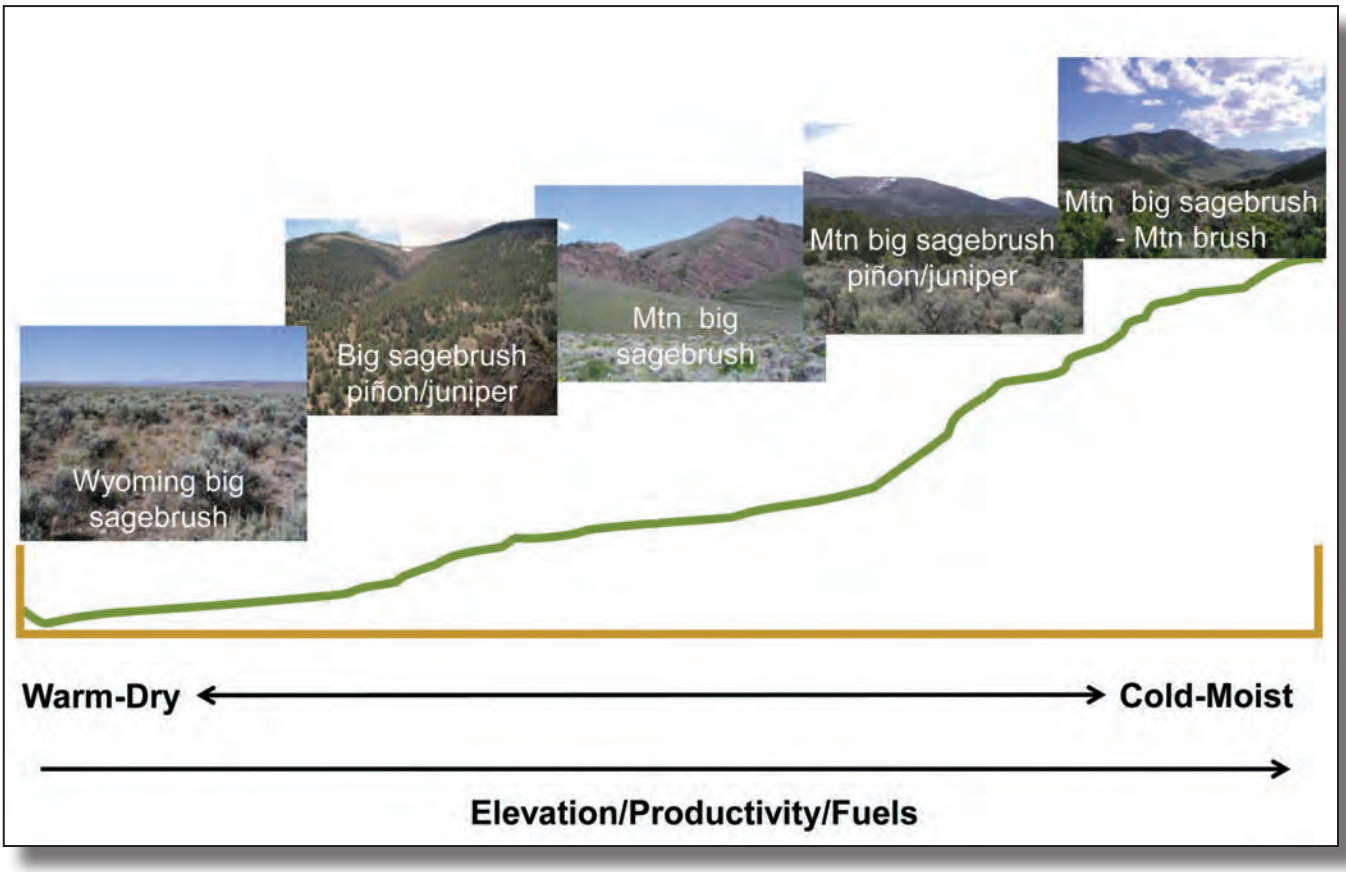

Figure 6. The dominant sagebrush ecological types that occur along environmental gradients in the western United States. As elevation increases, soil temperature and moisture regimes transition from warm and dry to cold and moist and vegetation productivity and fuels become higher.

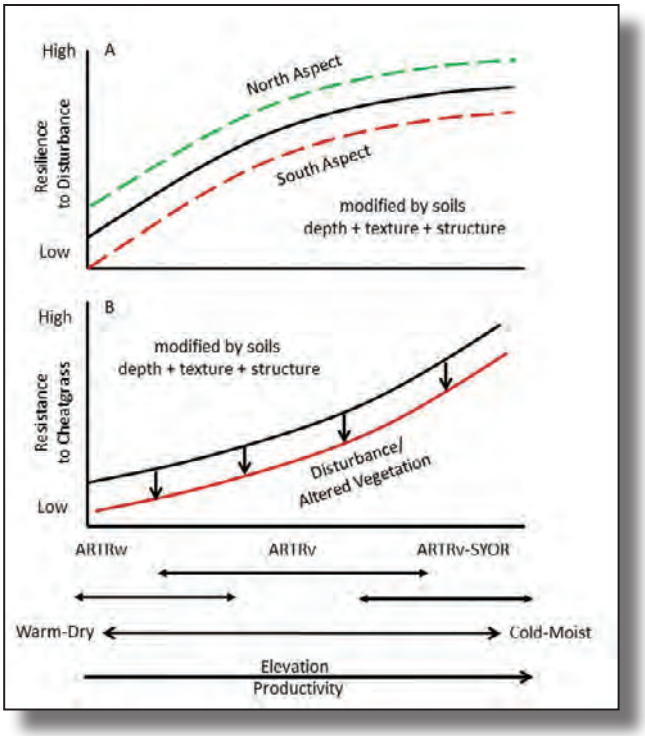

Figure 7. (**A)** Resilience to disturbance and (**B)** resistance to cheatgrass over a typical temperature/precipitation gradient in the cold desert. Dominant ecological sites occur along a continuum that includes Wyoming big sagebrush on warm and dry sites, to mountain big sagebrush on cool and moist sites, to mountain big sagebrush and root-sprouting shrubs on cold and moist sites. Resilience increases along the temperature/precipitation gradient and is influenced by site characteristics like aspect. Resistance also increases along the temperature/precipitation gradient and is affected by disturbances and management treatments that alter vegetation structure and composition and increase resource availability (modified from Chambers et al. 2014; Chambers et al. *in press*).

Smith and Nowak 1990). These relationships also are observed at local plant community scales where aspect, slope, and topographic position affect solar radiation, erosion processes, effective precipitation, soil development and vegetation composition and structure (Condon et al. 2011; Johnson and Miller 2006).

Resistance to invasive annual grasses depends on environmental factors and ecosystem attributes and is a function of (1) the invasive species' physiological and life history requirements for establishment, growth, and reproduction, and (2) interactions with the native perennial plant community including interspecific competition and response to herbivory and pathogens. In cold desert ecosystems, resistance is strongly influenced by soil temperature and moisture regimes (Chambers et al. 2007; Meyer et al. 2001). Germination, growth, and/or reproduction of cheatgrass is physiologically limited at low elevations by frequent, low precipitation years, constrained at high elevations by low soil temperatures, and optimal at mid elevations under relatively moderate temperature and water availability (fig. 7B; Meyer et al. 2001; Chambers et al. 2007). Slope, aspect, and soil characteristics modify soil temperature and moisture and influence resistance to cheatgrass at landscape to plant community scales (Chambers et al. 2007; Condon et al. 2011; Reisner et al. 2013). Genetic variation in cheatgrass results in phenotypic traits that increase survival and persistence in populations from a range of environments, and is likely contributing to the recent range expansion of this highly inbreeding species into marginal habitats (Ramakrishnan et al. 2006; Merrill et al. 2012).

The occurrence and persistence of invasive annual grasses in sagebrush habitats is strongly influenced by interactions with the native perennial plant community (fig. 7B). Cheatgrass, a facultative winter annual that can germinate from early fall through early spring, exhibits root elongation at low soil temperatures, and has higher nutrient uptake and growth rates than most native species (Mack and Pyke 1983; Arredondo et al. 1998; James et al. 2011). Seedlings of native, perennial plant species are generally poor competitors with cheatgrass, but adults of native, perennial grasses and forbs, especially those with similar growth forms and phenology, can be highly effective competitors with the invasive annual (Booth et al. 2003; Chambers et al. 2007; Blank and Morgan 2012).

Also, biological soil crusts, which are an important component of plant communities in warmer and drier sagebrush ecosystems, can reduce germination or establishment of cheatgrass (Eckert et al. 1986; Kaltenecker et al. 1999). Disturbances or management treatments that reduce abundance of native perennial plants and biological soil crusts and increase the distances between perennial plants often are associated with higher resource availability and increased competitive ability of cheatgrass (Chambers et al. 2007; Reisner et al. 2013; Roundy et al. *in press*).

The type, characteristics, and natural range of variability of stress and disturbance strongly influence both resilience and resistance (Jackson 2006). Disturbances like overgrazing of perennial plants by livestock, wild horses, and burros and more frequent or more severe fires are typically outside of the natural range of conditions and can reduce the resilience of sagebrush ecosystems. Reduced resilience is triggered by changes in environmental factors like temperature regimes, abiotic attributes like water and nutrient availability, and biotic attributes such as vegetation structure, composition, and productivity (Chambers et al. 2014) and cover of biological soil crusts (Reisner et al. 2013). Resistance to an invasive species can change when changes in abiotic and biotic attributes result in increased resource availability or altered habitat suitability that influences an invasive species' ability to establish and persist and/or compete with native species. Progressive losses of resilience and resistance can result in the crossing of abiotic and/or biotic thresholds and an inability of the system to recover to the reference state (Beisner et al. 2003; Seastedt et al. 2008).

Interactions among disturbances and stressors may have cumulative effects (Chambers et al. 2014). Climate change already may be shifting fire regimes outside of the natural range of occurrence (i.e., longer wildfire seasons with more frequent and longer duration wildfires) (Westerling et al. 2006). Sagebrush ecosystems generally have low productivity, and the largest number of acres burned often occurs a year or two after warm, wet conditions in winter and spring that result in higher fine fuel loads (Littell et al. 2009). Thus, annual grass fire cycles may be promoted by warm, wet winters and a subsequent increase in establishment and growth of invasive winter annuals. These cycles may be exacerbated by rising atmospheric CO_2 concentrations, N deposition, and increases in human activities that result in soil surface disturbance and invasion corridors (Chambers et al. 2014). Modern deviations from historic conditions will likely continue to alter disturbance regimes and sagebrush ecosystem response to disturbances; thus, management strategies that rely on returning to historical or "pre-settlement" conditions may be insufficient, or even misguided, given novel ecosystem dynamics (Davies et al. 2009).

Integrating Resilience and Resistance Concepts With Sage-Grouse Habitat Requirements to Manage Wildfire and Invasive Annual Grass Threats at Landscape Scales

The changes in sagebrush ecosystem dynamics due to invasive annual species and longer, hotter, and drier fire seasons due to a warming climate make it unlikely that these threats can be ameliorated completely (Abatzoglou and Kolden 2011; USFWS 2013). Consequently, a strategic approach is necessary to conserve sagebrush habitat and sage-grouse (Wisdom et al. 2005; Meinke et al. 2009; Wisdom and Chambers 2009; Pyke 2011). This strategic approach requires the ability to (1) identify those locations that provide current or potential habitat for sage-grouse and (2) prioritize management actions based on the capacity of the ecosystem to respond in the desired manner and to effectively allocate resources to achieve desired objectives. Current understanding of the relationship of landscape cover of sagebrush to sage-grouse habitat provides the capacity to identify those locations on the landscape that have a high probability of

sage-grouse persistence (Aldridge et al. 2008; Wisdom et al. 2011; Knick et al. 2013). Similarly, knowledge of the relationships of environmental characteristics, specifically soil temperature and moisture regimes, to ecological types and their inherent resilience and resistance gives us the capacity to prioritize management actions based on probable effectiveness of those actions (Wisdom and Chambers 2009; Brooks and Chambers 2011; Miller et al. 2013; Chambers et al. 2014; Chambers et al. *in press*,).

In this section, we discuss the use of landscape cover of sagebrush as an indicator of sage-grouse habitat, and the use of soil temperature and moisture regimes as an indicator of resilience to disturbance, resistance to invasive annual grasses and, ultimately, the capacity to achieve desired objectives. We then show how these two concepts can be coupled in a sage-grouse habitat matrix and used to determine potential management strategies at the landscape scales on which sage-grouse depends.

Landscape Cover of Sagebrush as an Indicator of Sage-Grouse Habitat

Landscape cover of sagebrush is closely related to the probability of maintaining active sage-grouse leks, and is used as one of the primary indicators of sage-grouse habitat potential at landscape scales (Aldridge et al. 2008; Wisdom et al. 2011; Knick et al. 2013). Landscape cover of sagebrush less than about 25% has a low probability of sustaining active sage-grouse leks (Aldridge et al. 2008; Wisdom et al. 2011; Knick et al. 2013). Above 25% landscape cover of sagebrush, the probability of maintaining active sage-grouse leks increases with increasing sagebrush landscape cover. At landscape cover of sagebrush ranging from 50 to 85%, the probability of sustaining sage-grouse leks becomes relatively constant (Aldridge et al. 2008; Wisdom et al. 2011; Knick et al. 2013). For purposes of prioritizing landscapes for sage-grouse habitat management, we use 25% as the level below which there is a low probability of maintaining sage-grouse leks and 65% as the level above which there is little additional increase in the probability of sustaining active leks with further increases of landscape cover of sagebrush (fig. 8; Knick et al. 2013). Between about 25% and 65% landscape sagebrush cover, increases in landscape cover of sagebrush have a constant positive relationship with sage-grouse lek probability (fig. 8; Knick et al. 2013). Restoration and management activities that result in an increase in the amount of sagebrush dominated landscape within areas of pre-existing landscape cover between 25% and 65% likely will result in a higher probability of sage-grouse persistence, while declines in landscape cover of sagebrush likely will result in reductions in sage-grouse (Knick et al. 2013). It is important to note that

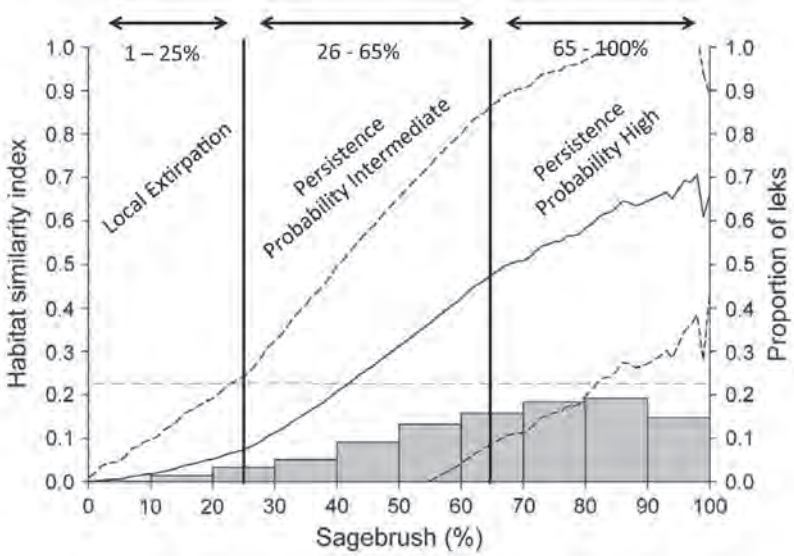

Figure 8. The proportion of sage-grouse leks and habitat similarity index (HSI) as related to the percent landscape cover of sagebrush. The HSI indicates the relationship of environmental variables at map locations across the western portion of the range to minimum requirements for sage-grouse defined by land cover, anthropogenic variables, soil, topography, and climate. HSI is the solid black line ± 1 SD (stippled lines). Proportion of leks are the grey bars. Dashed line indicates HSI values above which characterizes 90% of active leks (0.22). The categories at the top of the figure and the interpretation of lek persistence were added based on Aldridge et al. 2008; Wisdom et al. 2011; and Knick et al. 2013 (figure modified from Knick et al. 2013).

these data and interpretations relate only to persistence (i.e., whether or not a lek remains active) and it is likely that higher proportions of sagebrush cover or improved condition of sagebrush ecosystems may be required for population growth.

For the purposes of delineating sagebrush habitat relative to sage-grouse requirements for landscape cover of sagebrush, we calculated the percentage landscape sagebrush cover within each of the selected categories (1-25%, 26-65%, >65%) for the range of sage-grouse (fig. 9, 10). An explanation of how landscape cover of sagebrush is derived is in Appendix 2. Large areas of landscape sagebrush cover >65% are found primarily in Management Zones (MZ) II (Wyoming Basin), IV (Snake River Plains), and V (Northern Great Basin). In contrast, relatively small areas of landscape sagebrush cover >65% are located in MZ I (Great Plains), III (Southern Great Basin), VI (Columbia Basin), and VII (Colorado Plateau). Sagebrush is naturally less common in the Great Plains region compared to other parts of the range and previous work suggested that sage-grouse populations in MZ I may be more vulnerable to extirpation with further reductions in sagebrush cover (Wisdom et al. 2011). In the western portion of the range, where the threat of invasive annual grasses and wildfire is greatest, the area of sagebrush cover >65% differs among MZs. MZ III is a relatively arid and topographically diverse area in which the greatest extent of sagebrush cover >65% is in higher elevation, mountainous areas. MZs IV and V have relatively large extents of sagebrush cover >65% in relatively cooler and wetter areas, and MZs IV and VI have lower extents of sagebrush cover >65% in warmer and dryer areas and in areas with significant agricultural development. These differences in landscape cover of sagebrush indicate that different sets of management strategies may apply to the various MZs.

Soil Temperature and Moisture Regimes as Indicators of Ecosystem Resilience and Resistance

Potential resilience and resistance to invasive annual grasses reflect the biophysical conditions that an area is capable of supporting. In general, the highest potential resilience and resistance occur with ***cool*** to ***cold*** (frigid to cryic) soil temperature regimes and relatively ***moist*** (xeric to ustic) soil moisture regimes, while the lowest potential resilience and resistance occur with ***warm*** (mesic) soil temperatures and relatively ***dry*** (aridic) soil moisture regimes (Chambers et al. 2014, Chambers et al. *in press*). Definitions of soil temperature and moisture regimes are in Appendix 3. Productivity is elevated by high soil moisture and thus resilience is increased (Chambers et al. 2014); annual grass growth and reproduction is limited by cold soil temperatures and thus resistance is increased (Chambers et al. 2007). The timing of precipitation also is important because cheatgrass and many other invasive annual grasses are particularly well-adapted to Mediterranean type climates with cool and wet winters and warm and dry summers (Bradford and Lauenroth 2006; Bradley 2009). In contrast, areas that receive regular summer precipitation (ustic soil moisture regimes) often are dominated by warm and/or cool season grasses (Sala et al. 1997) that likely create a more competitive environment and result in greater resistance to annual grass invasion and spread (Bradford and Lauenroth 2006; Bradley 2009).

Much of the remaining sage-grouse habitat in MZs I (Great Plains), II (Wyoming Basin), VII (Colorado Plateau), and cool-to-cold or moist sites scattered across the range, are characterized by moderate to high resilience and resistance as indicated by soil temperature and moisture regimes (fig. 11). Sagebrush habitats across MZ I are unique from a range-wide perspective because soils are predominantly cool and ustic, or bordering on ustic as a result of summer precipitation; this soil moisture regime appears to result in higher resilience and resistance (Bradford and Lauenroth 2006).

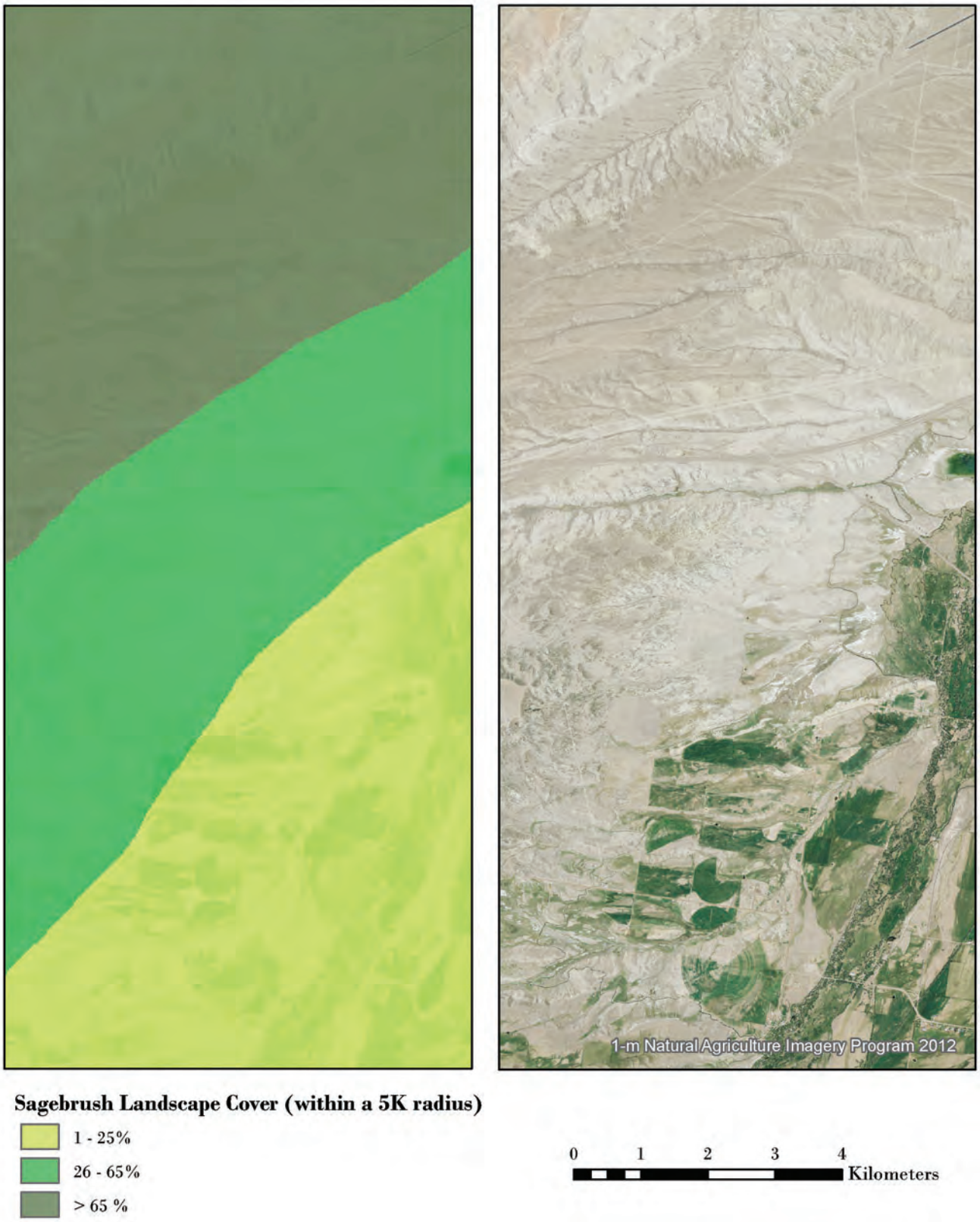

Figure 9. Landscape cover of sagebrush from 1-m National Agricultural Imagery (right) and the corresponding sagebrush landscape cover for the 1-25%, 26-65%, and >65% categories (left). See Appendix 2 for an explanation of how the categories are determined.

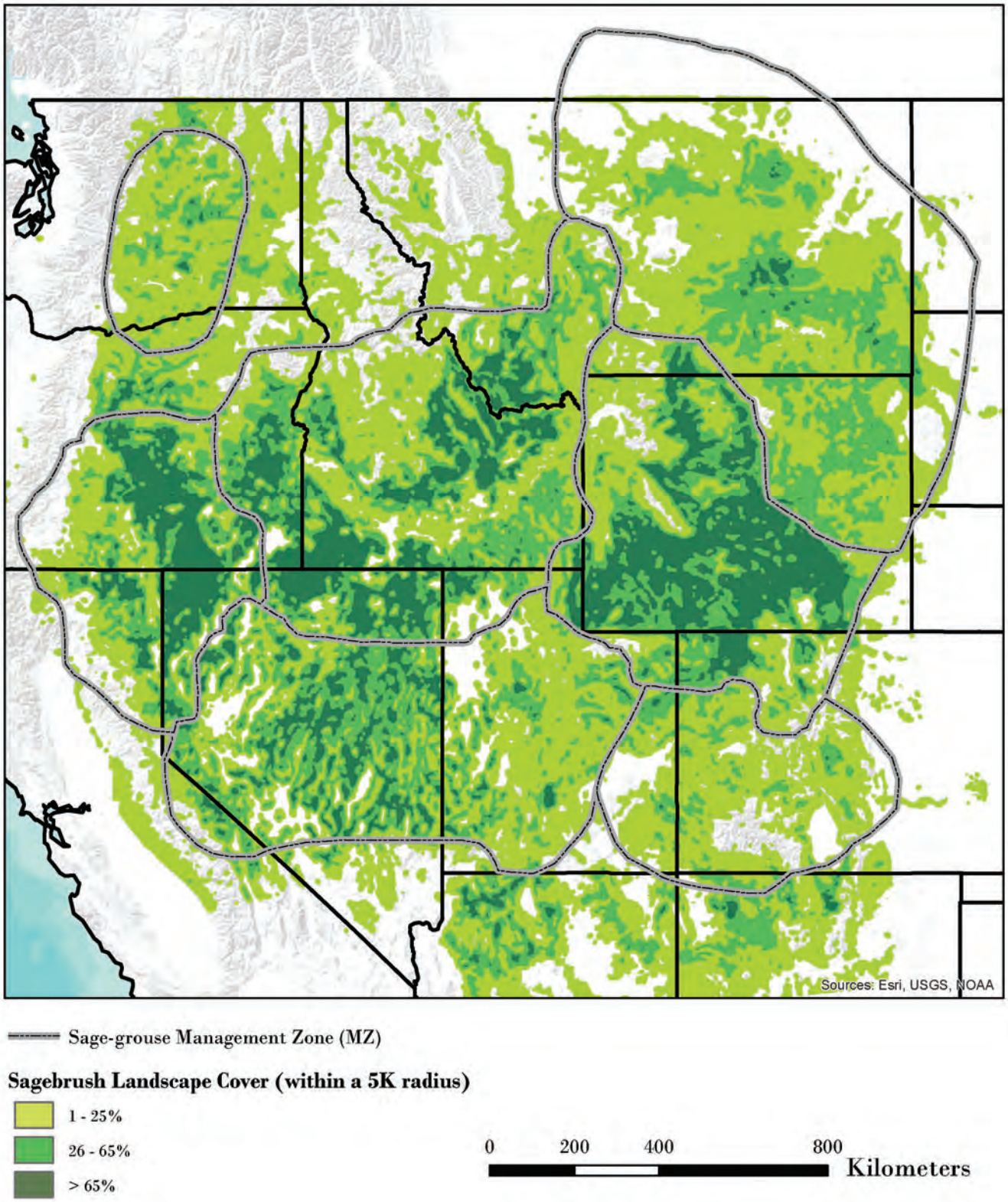

Figure 10. The landscape cover of sagebrush within each of three selected categories (1-25%, 26-65%, >65%) for the range of sage-grouse (Management Zones I – VII; Stiver et al. 2006). The proportion of sagebrush (USGS 2013) within each of the categories in a 5-km (3.1-mi) radius surrounding each pixel was calculated relative to other land cover types for locations with sagebrush cover.

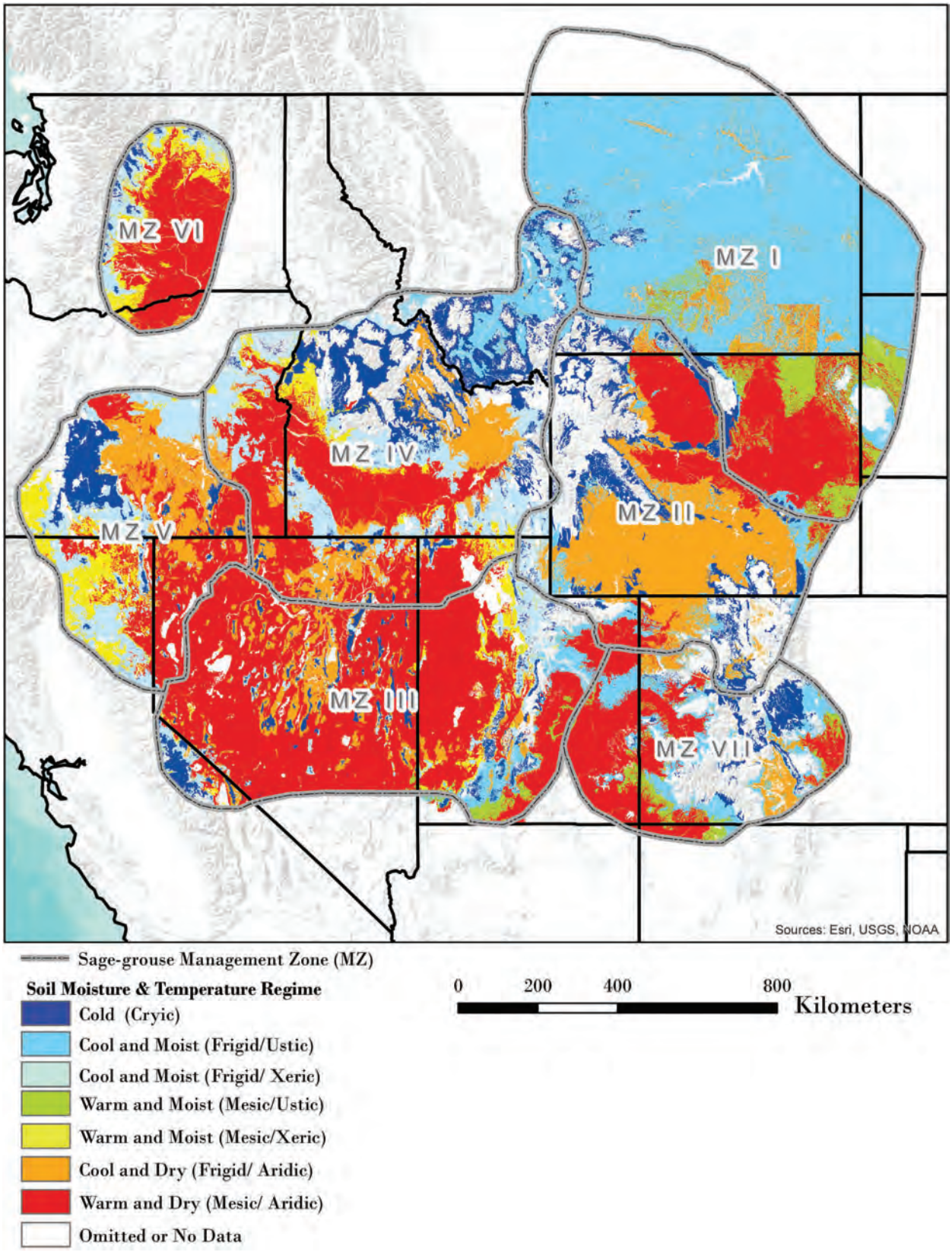

Figure 11. The soil temperature and moisture regimes for the range of sage-grouse (Management Zones I – VII; Stiver et al. 2006). Soil temperature and moisture classes were derived from the Natural Resources Conservation Service (NRCS) Soil Survey Geographic Database (SSURGO) (Soil Survey Staff 2014a). Gaps in that dataset were filled in with the NRCS State Soil Geographic Database (STATSGO) (Soil Survey Staff 2014b).

However, significant portions of MZs III (Southern Great Basin), much of IV (Snake River Plains), V (Northern Great Basin), and VI (Columbia Basin) are characterized largely by either warm and dry, or warm to cool and moist ecological types with moderate to low resilience and resistance (fig. 11; table 1). Areas within these MZs that have warm and dry soils are typically characterized by Wyoming big sagebrush ecosystems with low to moderately low resilience and resistance and are currently of greatest concern for sage-grouse conservation (fig. 12A). Areas with warm to cool soil temperature regimes and moist precipitation regimes are typically characterized by either Wyoming or mountain big sagebrush, have moderate to moderately low resilience and resistance,

Table 1. Predominant sagebrush ecological types in Sage-Grouse Management Zones III, IV, V, and VI based on soil temperature and soil moisture regimes, typical characteristics, and resilience to disturbance and resistance to invasive annual grasses (modified from Miller et al. 2014 a,b). Relative abundance of sagebrush species and composition of understory vegetation vary depending on Major Land Resource Area and ecological site type.

Ecological type	Characteristics	Resilience and resistance
Cold and Moist (Cryic/Xeric)	Ppt: 14 inches + Typical shrubs: *Mountain big sagebrush, snowfield sagebrush, snowberry, serviceberry, silver sagebrush, and/or low sagebrushes*	*Resilience* – **Moderately high**. Precipitation and productivity are generally high. Short growing seasons can decrease resilience on coldest sites. *Resistance*– **High**. Low climate suitability to invasive annual grasses
Cool and Moist (Frigid/Xeric)	Ppt: 12-22 inches Typical shrubs: *Mountain big sagebrush, antelope bitterbrush, snowberry, and/or low sagebrushes* Piñon pine and juniper potential in some areas	*Resilience* – **Moderately high**. Precipitation and productivity are generally high. Decreases in site productivity, herbaceous perennial species, and ecological conditions can decrease resilience. *Resistance* – **Moderate**. Climate suitability to invasive annual grasses is moderate, but increases as soil temperatures increase.
Warm and Moist (Mesic/Xeric)	Ppt: 12-16 inches Typical shrubs: *Wyoming big sagebrush, mountain big sagebrush, Bonneville big sagebrush, and/or low sagebrushes* Piñon pine and juniper potential in some areas	*Resilience* – **Moderate**. Precipitation and productivity are moderately high. Decreases in site productivity, herbaceous perennial species, and ecological conditions can decrease resilience. *Resistance* – **Moderately low**. Climate suitability to invasive annual grasses is moderately low, but increases as soil temperatures increase.
Cool and Dry (Frigid/Aridic)	Ppt: 6-12 inches Typical shrubs: *Wyoming big sagebrush, black sagebrush, and/or low sagebrushes*	*Resilience* – **Low**. Effective precipitation limits site productivity. Decreases in site productivity, herbaceous perennial species, and ecological conditions further decrease resilience. *Resistance* – **Moderate**. Climate suitability to invasive annual grasses is moderate, but increases as soil temperatures increase.
Warm and Dry (Mesic/Aridic, bordering on Xeric)	Ppt: 8-12 inches Typical shrubs: *Wyoming big sagebrush, black sagebrush and/or low sagebrushes*	*Resilience* – **Low.** Effective precipitation limits site productivity. Decreases in site productivity, herbaceous perennial species, and ecological conditions further decrease resilience. Cool season grasses susceptibility to grazing and fire, along with hot dry summer fire conditions, promote cheatgrass establishment and persistence. *Resistance* – **Low.** High climate suitability to cheatgrass and other invasive annual grasses. Resistance generally decreases as soil temperature increases, but establishment and growth are highly dependent on precipitation.

and have the potential for piñon and juniper expansion (Miller et al. 2014a; Chambers et al. *in press*). Many of these areas also are of conservation concern because piñon and juniper expansion and tree infilling can result in progressive loss of understory species and altered fire regimes (Miller et al. 2013). In contrast, areas with cool to cold soil temperature regimes and moist precipitation regimes have moderately high resilience and high resistance and are likely to recover in a reasonable amount of time following wildfires and other disturbances (Miller et al. 2013) (fig. 12B)

Figure 12. A Wyoming big sagebrush ecosystem with warm and dry soils in southeast Oregon (top) (photo by Richard F. Miller), compared to a mountain big sagebrush ecosystem with cool and moist soils in central Nevada (bottom) (photo by Jeanne C. Chambers).

Management Strategies Based on Landscape Cover of Sagebrush and Ecosystem Resilience and Resistance: The Sage-Grouse Habitat Matrix

Knowledge of the potential resilience and resistance of sagebrush ecosystems can be used in conjunction with sage-grouse habitat requirements to determine priority areas for management and identify effective management strategies at landscape scales (Wisdom and Chambers 2009). The sage-grouse habitat matrix (table 2) illustrates the relative resilience to disturbance and resistance to invasive annual grasses of sagebrush ecosystems in relation to the proportion of sagebrush cover on the landscape. As resilience and resistance go from high to low, as indicated by the rows in the matrix, decreases in sagebrush regeneration and abundance of perennial grasses and forbs progressively limit the capacity of a sagebrush ecosystem to recover after fire or other disturbances. The risk of annual invasives increases and the ability to successfully restore burned or otherwise disturbed areas decreases. As sagebrush cover goes from low to high within these same ecosystems, as indicated by the columns in the matrix, the capacity to provide adequate habitat cover for sage-grouse increases. Areas with less than 25% landscape cover of sagebrush are unlikely to provide adequate habitat for sage-grouse; areas with 26-65% landscape cover of sagebrush can provide habitat for sage-grouse but are at risk if sagebrush loss occurs without recovery; and areas with >65% landscape cover of sagebrush provide the necessary habitat conditions for sage-grouse to persist. Potential landscape scale management strategies can be determined by considering (1) resilience to disturbance, (2) resistance to invasive annuals, and (3) sage-grouse land cover requirements. Overarching management strategies to maintain or increase sage-grouse habitat at landscape scales based on these considerations are conservation, prevention, restoration, and monitoring and adaptive management (table 3; see Chambers et al. 2014). These strategies have been adapted for each of the primary agency programs including fire operations, fuels management, post-fire rehabilitation, and habitat restoration (table 4). Because sagebrush ecosystems occur over continuums of environmental conditions, such as soil temperature and moisture, and have differing land use histories and species composition, careful assessment of the area of concern always will be necessary to determine the relevance of a particular strategy (Pyke 2011; Chambers et al. 2014; Miller et al. 2014 a, b). The necessary information for conducting this type of assessment is found in the “Putting It All Together” section of this report.

Although the sage-grouse habitat matrix (table 2) can be viewed as partitioning land units into spatially discrete categories (i.e., landscapes or portions thereof can be categorized as belonging to one of nine categories), it is not meant to serve as a strict guide to spatial allocation of resources or to prescribe specific management strategies. Instead, the matrix should serve as a decision support tool for helping managers implement strategies that consider both the resilience and resistance of the landscape and landscape sagebrush cover requirements of sage-grouse. For example, low elevation Wyoming big sagebrush plant communities with relatively low resilience and resistance may provide important winter habitat resources for a given sage-grouse population. In a predominantly Wyoming big sagebrush area comprised of relatively low sagebrush landscape cover, a high level of management input may be needed to realize conservation benefits for sage-grouse. This doesn’t mean that management activities should not be undertaken if critical or limiting sage-grouse habitat resources are present, but indicates that inputs will be intensive, potentially more expensive, and less likely to succeed relative to more resilient landscapes. It is up to the user of the matrix to determine how such tradeoffs influence management actions.

Table 2. Sage-grouse habitat matrix based on resilience and resistance concepts from Chambers et al. 2014, and sage-grouse habitat requirements from Aldridge et al. 2008, Wisdom et al. 2011, and Knick et al. 2013. Rows show the ecosystems relative resilience to disturbance and resistance to invasive annual grasses derived from the sagebrush ecological types in table 1 (1 = high resilience and resistance; 2 = moderate resilience and resistance; 3 = low resilience and resistance). Columns show the current proportion of the landscape (5-km rolling window) dominated by sagebrush (A = 1-25% land cover; B = 26-65% land cover; 3 = >65% land cover). Use of the matrix is explained in text. Overarching management strategies that consider resilience and resistance and landscape cover of sagebrush are in table 3. Potential management strategies specific to agency program areas, including fire operations, fuels management, post-fire rehabilitation, and habitat restoration are in table 4.

Ecosystem Resilience to Disturbance and Resistance to Invasive Annual Grasses	Proportion of Landscape Dominated by Sagebrush		
	Low 1-25%	**Moderate 26-65%**	**High >65%**
	Too little sagebrush on the landscape significantly threatens likelihood of sage-grouse persistence.	Sage-grouse are sensitive to the amount of sagebrush remaining on the landscape and populations could be at-risk with additional disturbances that remove sagebrush.	Sufficient sagebrush exists on the landscape and sage-grouse are highly likely to persist.
High	**1A** Natural sagebrush recovery is likely to occur, but if large, contiguous areas lack sagebrush, the time required for recovery may be too great.	**1B** Natural sagebrush recovery is likely to occur, but certain areas may lack connectivity.	**1C** Natural sagebrush recovery is likely to occur.
	Perennial herbaceous species are typically sufficient for recovery. Risk of annual invasives is low. Seeding/transplanting success is high. Recovery following inappropriate livestock use is often possible given changes in management.		
Moderate	**2A** Natural sagebrush recovery is likely on cooler and moister sites, but if large, contiguous areas lack sagebrush, the time required for recovery may be too great.	**2B** Natural sagebrush recovery is likely on cooler and moister sites, but certain areas may lack connectivity.	**2C** Natural sagebrush recovery is likely on cooler and moister sites.
	Perennial herbaceous species are usually adequate for recovery on cooler and moister sites. Risk of annual invasives is moderately high on warmer and drier sites. Seeding-transplanting success depends on site characteristics, and more than one intervention may be required especially on warmer and drier sites. Recovery following inappropriate livestock use depends on site characteristics and management.		
Low	**3A** Natural sagebrush recovery is not likely.	**3B** Natural sagebrush recovery may occur, but the time required will likely be too great and certain areas may lack connectivity.	**3C** Natural sagebrush recovery may occur, but the time required will likely be too great.
	Perennial herbaceous species are typically inadequate for recovery. Risk of annual invasives is high. Seeding/transplanting success depends on site characteristics, annual invasives, and post-treatment precipitation but is often low. More than one intervention likely will be required. Recovery following inappropriate livestock use is unlikely.		

Table 3. Potential management strategies based on resilience to disturbance, resistance to annual grass invasion, and sage-grouse habitat requirements based on Aldridge et al. 2008; Wisdom et al. 2011; and Knick et al. 2013 (adapted from Chambers et al. 2014).

Conserve – maintain or increase resilience to disturbance and resistance to invasive annuals in areas with high conservation value	
Priorities	• Ecosystems with low to moderate resilience to fire and resistance to invasive species that still have large patches of landscape sagebrush cover and adequate perennial grasses and forbs – *ecological types with warm and dry and cool and dry soil temperature/moisture regimes.* • Ecosystems with a high probability of providing habitat for sage-grouse, especially those with >65% landscape cover of sagebrush and adequate perennial herbaceous species – *all ecological types.*
Objective	• Minimize impacts of current and future human-caused disturbances and stressors.
Activities	• Immediately suppress fire in moderate to low resilience and resistance sagebrush and wooded shrublands to prevent an invasive annual grass-fire cycle. Large sagebrush patches are high priority for protection from wildfires. • Implement strategic fuel break networks to provide anchor points for suppression and reduce losses when wildfires escape initial attack. • Manage livestock grazing to prevent loss of perennial native grasses and forbs and biological soil crusts and allow natural regeneration. • Limit anthropogenic activities that cause surface disturbance, invasion, and fragmentation. (e.g., road and utility corridors, urban expansion, OHV use, and mineral/energy projects). • Detect and control new weed infestations.
Prevent – maintain or increase resilience and resistance of areas with declining ecological conditions that are at risk of conversion to a degraded, disturbed, or invaded state	
Priorities	• Ecosystems with moderate to high resilience and resistance – *ecological types with relatively cool and moist soil temperature and moisture regimes*. ○ Prioritize landscape patches that exhibit declining conditions due to annual grass invasion and/or tree expansion (e.g., at risk phase in State and Transition Models). • Ecosystems with a moderate to high probability of providing sage-grouse habitat, especially those with 26-65% landscape cover of sagebrush and adequate perennial native grasses and forbs – *all ecological types*.
Objectives	• Reduce fuel loads and decrease the risk of high intensity and high severity fire. • Increase abundance of perennial native grasses and forbs and of biological soil crusts where they naturally occur. • Decrease the longer-term risk of annual invasive grass dominance.
Activities	• Use mechanical treatments like cut and leave or mastication to remove trees, decrease woody fuels, and release native grasses and forbs in warm and moist big sagebrush ecosystems with relatively low resistance to annual invasive grasses that are in the early to mid-phase of piñon and/or juniper expansion. • Use prescribed fire or mechanical treatments to remove trees, decrease woody fuels, and release native grasses and forbs in cool and moist big sagebrush ecosystems with relatively high resistance to annual invasive grass that are in early to mid-phase of piñon and/or juniper expansion. • Actively manage post-treatment areas to increase perennial herbaceous species and minimize secondary weed invasion. • Consider the need for strategic fuel breaks to help constrain fire spread or otherwise augment suppression efforts.
Restore – increase resilience and resistance of disturbed, degraded, or invaded areas	

Priorities	• Areas burned by wildfire – *all ecological types*
	  ○ Prioritize areas with low to moderate resilience and resistance, and that have a reasonable expectation of recovery.
	  ○ Prioritize areas where perennial grasses and forbs have been depleted.
	  ○ Prioritize areas that experienced high severity fire.

(continued)

Table 3. (Continued).

	• Sage-grouse habitat – *all ecological types*
	  ○ Prioritize areas where restoration of sagebrush and/or perennial grasses is needed to create large patches of landscape cover of sagebrush or connect existing patches of sagebrush habitat.
	  ○ Prioritize areas with adequate landscape cover of sagebrush where restoration of perennial grasses and forbs is needed.
	• Areas affected by anthropogenic activities that cause surface disturbance, invasion, and fragmentation. (e.g., road and utility corridors, urban expansion, OHV use, and mineral/energy projects) – *all ecological types.*

Objectives	• Increase soil stability and curtail dust. • Control/suppress invasive annual grasses and other invasive plants. • Increase landscape cover of sagebrush. • Increase perennial grasses and forbs and biological soil crusts where they naturally occur. • Reduce the risk of large fires that burn sage-grouse habitat.
Activities	• Use integrated strategies to control/suppress annual invasive grass and other annual invaders. • Establish and maintain fuel breaks or greenstrips in areas dominated by invasive annual grasses that are adjacent to areas with >25% landscape sagebrush cover and adequate perennial native grasses and forbs. • Seed perennial grasses and forbs that are adapted to local conditions to increase cover of these species in areas where they are depleted. • Seed and/or transplant sagebrush to restore large patches of sagebrush cover and connect existing patches. • Repeat restoration treatments if they fail initially to ensure restoration success especially in warm and dry soil temperature moisture regimes where weather is often problematic for establishment. • Actively manage restored/rehabilitated areas to increase perennial herbaceous species and minimize secondary weed invasion.
Monitoring and Adaptive Management– implement comprehensive monitoring to track landscape change and management outcomes and provide the basis for adaptive management	
Priorities	• Regional environmental gradients to track changes in plant community and other ecosystem attributes and expansion or contraction of species ranges – *all ecological types.* • Assess treatment effectiveness – *all ecological types.*
Objectives	• Understand effects of wildfire, annual grass invasion, piñon and juniper expansion, climate change and other global stressors in sagebrush ecosystems • Increase understanding of the long- and short-term outcomes of management treatments.
Activities	• Establish a regional network of monitoring sites that includes major environmental gradients. • Collect pre- and post-treatment monitoring data for all major land treatments activities. • Collect data on ecosystem status and trends (for example, land cover type, ground cover, vegetation cover and height [native and invasive], phase of tree expansion, soil and site stability, oddities). • Use consistent methods to monitor indicators. • Use a cross-boundary approach that involves all major land owners. • Use a common data base for all monitoring results (e.g., Land Treatment Digital Library; http://greatbasin.wr.usgs.gov/ltdl/). • Develop monitoring products that track change and provide management implications and adaptations for future management. • Support and improve information sharing on treatment effectiveness and monitoring results across jurisdictional boundaries (e.g., Great Basin Fire Science Delivery Project; www.gbfiresci.org).

Table 4. Specific management strategies by agency program area for the cells within the sage-grouse habitat matrix (table 2). The rows indicate relative resilience and resistance (numbers) and the columns indicate landscape cover of sagebrush by category (letters). Resilience and resistance are based on soil temperature and moisture regimes (fig. 11) and their relationship to ecological types (table 1). Percentage of the landscape dominated by sagebrush is based on the capacity of large landscapes to support viable sage-grouse populations over the long term (fig. 8). Note that these guidelines are related to the sage-grouse habitat matrix, and do not preclude other factors from consideration when determining management priorities for program areas. The "Fire Operations" program area includes preparedness, prevention, and suppression activities.

High Resilience to Disturbance and Resistance to Invasive Annual Grasses (1A, 1B, 1C)	
Natural sagebrush recovery is likely to occur. Perennial herbaceous species are sufficient for recovery. Risk of invasive annual grasses is typically low.	
Fire Operations	• Fire suppression is typically third order priority, but varies with large fire risk and landscape condition (cells 1A, 1B, 1C). Scenarios requiring higher priority may include: ○ Areas of sagebrush that bridge large, contiguous expanses of sagebrush and that are important for providing connectivity for sage-grouse (cells 1B, 1C). ○ Areas where sagebrush communities have been successfully reestablished through seedings or other rehabilitation investments (cells 1A, 1B, 1C) ○ Areas with later phase (Phase III) post-settlement piñon and juniper that have high resistance to control, are subject to large and/or severe fires, and place adjacent sage-grouse habitat at risk (cells 1A, 1B). ○ All areas when critical burning environment conditions exist. These conditions may be identified by a number of products including, but not limited to: Predictive Services 7-Day Significant Fire Potential Forecasts; National Weather Service Fire Weather Watches and Red Flag Warnings; fire behavior forecasts or other local knowledge.
Fuels Management	• Fuels management to reduce large sagebrush stand losses is a second order priority, especially in cells 1B and 1C. Management activities include: ○ Strategic placement of fuel breaks to reduce loss of large sagebrush stands by wildfire. Examples include linear features or other strategically placed treatments that serve to constrain fire spread or otherwise augment suppression efforts. ○ Tree removal in early to mid-phase (Phases I, II), post-settlement piñon and juniper expansion areas to maintain shrub/herbaceous cover and reduce fuel loads. ○ Tree removal in later phase (Phase III), post-settlement piñon and juniper areas to reduce risks of large or high severity fires. Because these areas represent non-sage-grouse habitat, prescribed fire may be appropriate on cool and moist sites, but invasive plant control and restoration of sagebrush and perennial native grasses and forbs may be necessary.
Post-Fire Rehabilitation	• Post-fire rehabilitation is generally low priority (cells 1A, 1B, 1C). Areas of higher priority include: ○ Areas where perennial herbaceous cover, density, and species composition is inadequate for recovery. ○ Areas where seeding or transplanting sagebrush is needed to maintain habitat connectivity for sage-grouse. ○ Steep slopes and soils with erosion potential.
Habitat Restoration and Recovery	• Restoration is typically passive and designed to increase or maintain perennial herbaceous species, biological soil crusts and landscape cover of sagebrush (cells 1A, 1B, 1C). Areas to consider for active restoration include: ○ Areas where perennial herbaceous cover density, or composition is inadequate for recovery after surface disturbance. ○ Areas where seeding or transplanting sagebrush is needed to maintain habitat connectivity for sage-grouse.
Moderate Resilience to Disturbance and Resistance to Invasive Annuals (2A, 2B, 2C)	
Natural sagebrush recovery is likely to occur on cooler and moister sites, but the time required may be too great if large, contiguous areas lack sagebrush. Perennial herbaceous species are usually adequate for recovery on cooler and moister sites. Risk of invasive annual grasses is moderately high on warmer and drier sites.	
Fire Operations	• Fire suppression is typically second order priority (cells 2A, 2B, 2C). Scenarios requiring higher priority may include: ○ Areas of sagebrush that bridge large, contiguous expanses of sagebrush and that are important for providing connectivity for sage-grouse (cells 2B, 2C).

(continued)

Table 4. (Continued).

	○ Areas where sagebrush communities have been successfully reestablished through seedings or other rehabilitation investments (cells 2A, 2B, 2C) ○ Areas with later phase (Phase III), post-settlement piñon and juniper that have high resistance to control, are subject to large and/or severe fires, and place adjacent sage-grouse habitat at risk (cells 2A, 2B). ○ Areas where annual grasslands place adjacent sage-grouse habitat at risk (cell 2A). ○ All areas when critical burning environment conditions exist. These conditions may be identified by a number of products including, but not limited to: Predictive Services 7-Day Significant Fire Potential Forecasts; National Weather Service Fire Weather Watches and Red Flag Warnings; fire behavior forecasts or other local knowledge.
Fuels Management	• Fuels management to reduce large sagebrush stand losses is a first order priority, especially in cells 2B and 2C. Management activities include: ○ Strategic placement of fuel breaks to reduce loss of large sagebrush stands by wildfire. Examples include linear features or other strategically placed treatments that serve to constrain fire spread or otherwise augment suppression efforts. ○ Tree removal in early to mid-phase (Phase I, II), post-settlement piñon and juniper expansion areas to maintain shrub/herbaceous cover and reduce fuel loads. ○ Tree removal in later phase (Phase III), post-settlement piñon and juniper areas to reduce risks of large or high severity fires. Because these areas represent non-sage-grouse habitat, prescribed fire may be appropriate on cool and moist sites, but restoration of sagebrush and perennial native grasses and forbs may be necessary.
Post-Fire Rehabilitation	• Post-fire rehabilitation is generally low priority (cells 2A, 2B, 2C) in cooler and moister areas. Areas of higher priority include: ○ Areas where perennial herbaceous cover, density, and species composition is inadequate for recovery. ○ Areas where seeding or transplanting sagebrush is needed to maintain habitat connectivity for sage-grouse. ○ Relatively warm and dry areas where annual invasives are expanding. ○ Steep slopes with erosion potential.
Habitat Restoration and Recovery	• Restoration is typically passive on cooler and moister areas and is designed to increase or maintain perennial herbaceous species, biological soil crusts, and landscape cover of sagebrush (cells 2A, 2B, 2C). Areas to consider for active restoration include: ○ Areas where perennial herbaceous cover, density, and species composition is inadequate for recovery after surface disturbance. ○ Areas where seeding or transplanting sagebrush is needed to maintain habitat connectivity for sage-grouse. ○ Relatively warm and dry areas where annual invasives are expanding.

Low Resilience to Disturbance and Resistance to Invasive Annuals (3A, 3B, 3C)

Natural sagebrush recovery is not likely. Perennial herbaceous species are typically inadequate for recovery. Risk of invasive annual grasses is high.

Fire Operations	• Fire suppression priority depends on the landscape cover of sagebrush: ○ Areas with <25% landscape cover of sagebrush are typically third order priority (cell 3A). These areas may be a higher priority if they are adjacent to intact sage-grouse habitat or are essential for connectivity. ○ Areas with 26-65% landscape cover of sagebrush are typically second order priority (cell 3B). These areas are higher priority if they have intact understories and if they are adjacent to sage-grouse habitat. ○ Areas with >65% landscape cover of sagebrush are first order priority (cell 3C). ○ Areas where sagebrush communities have been successfully reestablished through seedings or other rehabilitation investments (cells 3A, 3B, 3C).

(continued)

Table 4. (Continued).

Fuels Management	• Fuels management priority and management activities depend on the landscape cover of sagebrush: ○ Areas with <25% landscape cover of sagebrush are typically third order priority (cell 3A). Strategic placement of fuel breaks may be needed to reduce loss of adjacent sage-grouse habitat by wildfire. Examples include linear features or other strategically placed treatments that serve to constrain fire spread or otherwise augment suppression efforts. ○ Areas with 26-65% landscape cover of sagebrush are typically second order priority (cell 3B). These areas are higher priority if they have intact understories and if they are adjacent to sage-grouse habitat. Strategic placement of fuel breaks may be needed to reduce loss of large sagebrush stands by wildfire. ○ Areas with >65% landscape cover of sagebrush are first order priority (cell 3C). Strategic placement of fuel breaks may be needed to reduce loss of large sagebrush stands by wildfire. ○ Areas where sagebrush communities have been successfully reestablished through seedings or other rehabilitation investments (cells 3A, 3B, 3C). Strategic placement of fuel breaks may be needed to protect investments from repeated loss to wildfire.
Post-Fire Rehabilitation	• Post-fire rehabilitation priority and management activities depend on the landscape cover of sagebrush: ○ Areas with <25% landscape cover of sagebrush are typically third order priority (cell 3A). Exceptions include (1) sites that are relatively cool and moist and (2) areas adjacent to sage-grouse habitat where seeding can be used to increase connectivity and prevent annual invasive spread. In highly invaded areas, integrated strategies that include seeding of perennial herbaceous species and seeding and/or transplanting sagebrush will be required. Success will likely require more than one intervention due to low and variable precipitation. ○ Areas with 26-65% landscape cover of sagebrush are typically second order priority (cell 3B). Exceptions include (1) sites that are relatively cool and moist or that are not highly invaded, and (2) areas adjacent to sage-grouse habitat where seeding can be used to increase connectivity and prevent annual invasive spread. Seeding of perennial herbaceous species will be required where cover, density and species composition of these species is inadequate for recovery. Seeding and/or transplanting sagebrush as soon as possible is necessary for rehabilitating sage-grouse habitat. Success will likely require more than one intervention due to low and variable precipitation. ○ Areas with >65% landscape cover of sagebrush are first order priority, especially if they are part of a larger, contiguous area of sagebrush (cell 3C). Seeding of perennial herbaceous species will be required where cover, density and species composition of these species is inadequate for recovery. Seeding and/or transplanting sagebrush as soon as possible is necessary for rehabilitating sage-grouse habitat. Success will likely require more than one intervention due to low and variable precipitation.
Habitat Restoration and Recovery	• Restoration priority and management activities depends on the landscape cover of sagebrush: ○ Areas with <25% landscape cover of sagebrush are typically third order priority. Exceptions include (1) surface disturbances and (2) areas adjacent to sage-grouse habitat where seeding can be used to prevent annual invasive spread (cell 3A). In highly invaded areas, integrated strategies that include seeding of perennial herbaceous species and seeding and/or transplanting sagebrush will be required. Success will likely require more than one intervention due to low and variable precipitation. ○ Areas with 26-65% landscape cover of sagebrush are typically second order priority (cell 3B). Exceptions include (1) surface disturbances, (2) sites that are relatively cool and moist or that are not highly invaded, and (3) areas adjacent to sage-grouse habitat where seeding can be used to increase connectivity and prevent annual invasive spread. Seeding of perennial herbaceous species may be required where cover, density and species composition of these species is inadequate. Seeding and/or transplanting sagebrush as soon as possible is necessary for restoring sage-grouse habitat. Success will likely require more than one intervention due to low and variable precipitation. ○ Areas with >65% landscape cover of sagebrush are first order priority, especially if they are part of a larger, contiguous area of sagebrush (cell 3C). Seeding of perennial herbaceous species may be required where cover, density, and species composition of these species is inadequate. Seeding and/or transplanting sagebrush as soon as possible is necessary for restoring sage-grouse habitat. Success will likely require more than one intervention due to low and variable precipitation.

Another important consideration is that ecological processes such as wildfire can occur either within or across categories in the sage-grouse habitat matrix and it is necessary to determine the appropriate spatial context when evaluating management opportunities based on resilience and resistance and sage-grouse habitat. For example, if critical sage-grouse habitat occurs in close proximity to landscapes comprised mainly of annual grass-dominated plant communities, then fire risk to adjacent sage-grouse habitat can increase dramatically (Balch et al. 2013). In this scenario, management actions could include reducing the influence of invasive annual grasses with a strategic fuel break on the perimeter of intact sagebrush. Thus, management actions may have value to sustaining existing sage-grouse habitat, even if these measures are applied in locations that are currently not habitat; the spatial relationships of sagebrush and invasive annual grasses should be considered when prioritizing management actions and associated conservation measures.

Informing Wildfire and Fuels Management Strategies to Conserve Sage-Grouse

Collectively, responses to wildfires and implementation of fuels management projects are important contributors to sage-grouse conservation. Resilience and resistance concepts provide a science-based background that can inform fire operations and fuels management strategies and allocation of scarce assets during periods of high fire activity. In fire operations, firefighter and public safety is the overriding objective in all decisions. In addition, land managers consider numerous other values at risk, including the Wildland-Urban Interface (WUI), habitats, and infrastructure when allocating assets and prioritizing efforts. Resilience and resistance concepts are especially relevant for evaluating tradeoffs related to current ecological conditions and rates of recovery and possible ecological consequences of different fire management activities. For example, prioritizing initial attack efforts based on ecological types and their resilience and resistance at fire locations is a possible future application of resilience and resistance concepts. Also, fire prevention efforts can be concentrated where human ignitions have commonly occurred near intact, high quality habitats that also have inherently low resilience and resistance.

Fuels management projects are often applied to (1) constrain or minimize fire spread; (2) alter species composition; (3) modify fire intensity, severity, or effects; or (4) create fuel breaks or anchor points that augment fire management efforts (fig. 13). These activities are selectively used based on the projected ecosystem response, anticipated fire patterns, and probability of success. For example, in areas that are difficult to restore due to low to moderate resilience, fuel treatments can be placed to minimize fire spread and conserve sagebrush habitat. In cooler and moister areas with moderate to high resilience and resistance, mechanical or prescribed fire treatments may be appropriate to prevent conifer expansion and dominance. Given projected climate change and longer fire seasons across the western United States, fuels management represents a proactive approach for modifying large fire trends. Fire operations and fuels management programs contribute to a strategic, landscape approach when coupled with data that illustrate the likelihood of fire occurrence, potential fire behavior, and risk assessments (Finney et al. 2010; Oregon Department of Forestry 2013). In tandem with resilience and resistance concepts, these data can further inform fire operations and fuels management decisions.

Figure 13. Fuel breaks may include roads, natural features, or other management imposed treatments intended to modify fire behavior or otherwise augment suppression efforts at the time of a fire. Such changes in fuel type and arrangement may improve suppression effectiveness by modifying flame length and fire intensity, and allow fire operations to be conducted more safely. The top photo shows a burnout operation along an existing road to remove available fuels ahead of an oncoming fire and constrain overall fire growth (photo by BLM Idaho Falls District). The bottom photo shows fuel breaks located along a road, which complimented fire control efforts when a fire intersected the fuel break and road from the right (photo by Ben Dyer, BLM).

Putting it all Together

Effective management and restoration of sage-grouse habitat will benefit from a collaborative approach that prioritizes the best management practices in the most appropriate places. This section describes an approach for assessing focal areas for sage-grouse habitat management based on widely available data, including (1) Priority Areas for Conservation (PACs), (2) breeding bird densities, (3) habitat suitability as indicated by the landscape cover of sagebrush, (4) resilience and resistance and dominant ecological types as indicated by soil temperature and moisture regimes, and (5) habitat threats as indicated by cover of cheatgrass, cover of piñon and juniper, and by fire history. Breeding bird density data are overlain with landscape cover of sagebrush and with resilience and resistance to spatially link sage-grouse populations with habitat conditions and risks. We illustrate the use of this step-down approach for evaluating focal areas for sage-grouse habitat management across the western portion of the range, and we provide a detailed example for a diverse area in the northeast corner of Nevada that is comprised largely of PACs with mixed land ownership. The sage-grouse habitat matrix (table 2) is used as a tool in the decision process, and guidelines are provided to assist in determining appropriate management strategies for the primary agency program areas (fire operations, fuels management, post-fire rehabilitation, habitat restoration) for each cell of the matrix.

We conclude with discussions of the tools available to aid in determining the suitability of an area for treatment and the most appropriate management treatments such as ecological site descriptions and state and transition models and of monitoring and adaptive management. Datasets used to compile the maps in the following sections are in Appendix 4.

Assessing Focal Areas for Sage-Grouse Habitat Management: Key Data Layers

Priority areas for conservation: The recent identification of sage-grouse strongholds, or Priority Areas for Conservation (PACs), greatly improves the ability to target management actions towards habitats expected to be critical for long-term viability of the species (fig. 14; USFWS 2013). Understanding and minimizing risks of large-scale loss of sagebrush and conversion to invasive annual grasses or piñon and juniper in and around PACs will be integral to maintaining sage-grouse distribution and stabilizing population trends. PACs were developed by individual states to identify those areas that are critical for ensuring adequate representation, redundance, and resilience to conserve sage-grouse populations. Methods differed among states; in general, PAC boundaries were identified based on (1) sage-grouse population data including breeding bird density, lek counts, telemetry, nesting areas, known distributions, and sightings/observations; and (2) habitat data including occupied habitat, suitable habitat, seasonal habitat, nesting and brood rearing areas, and connectivity areas or corridors. Sage-grouse habitats outside of PACs also are important in assessing focal areas for management where they provide connectivity between PACs (genetic and habitat linkages), seasonal habitats that may have been underestimated due to emphasis on lek sites to define priority areas, habitat restoration and population expansion opportunities, and flexibility for managing habitat changes that may result from climate change (USFWS 2013). If PAC boundaries are adjusted, they will need to be updated for future analyses.

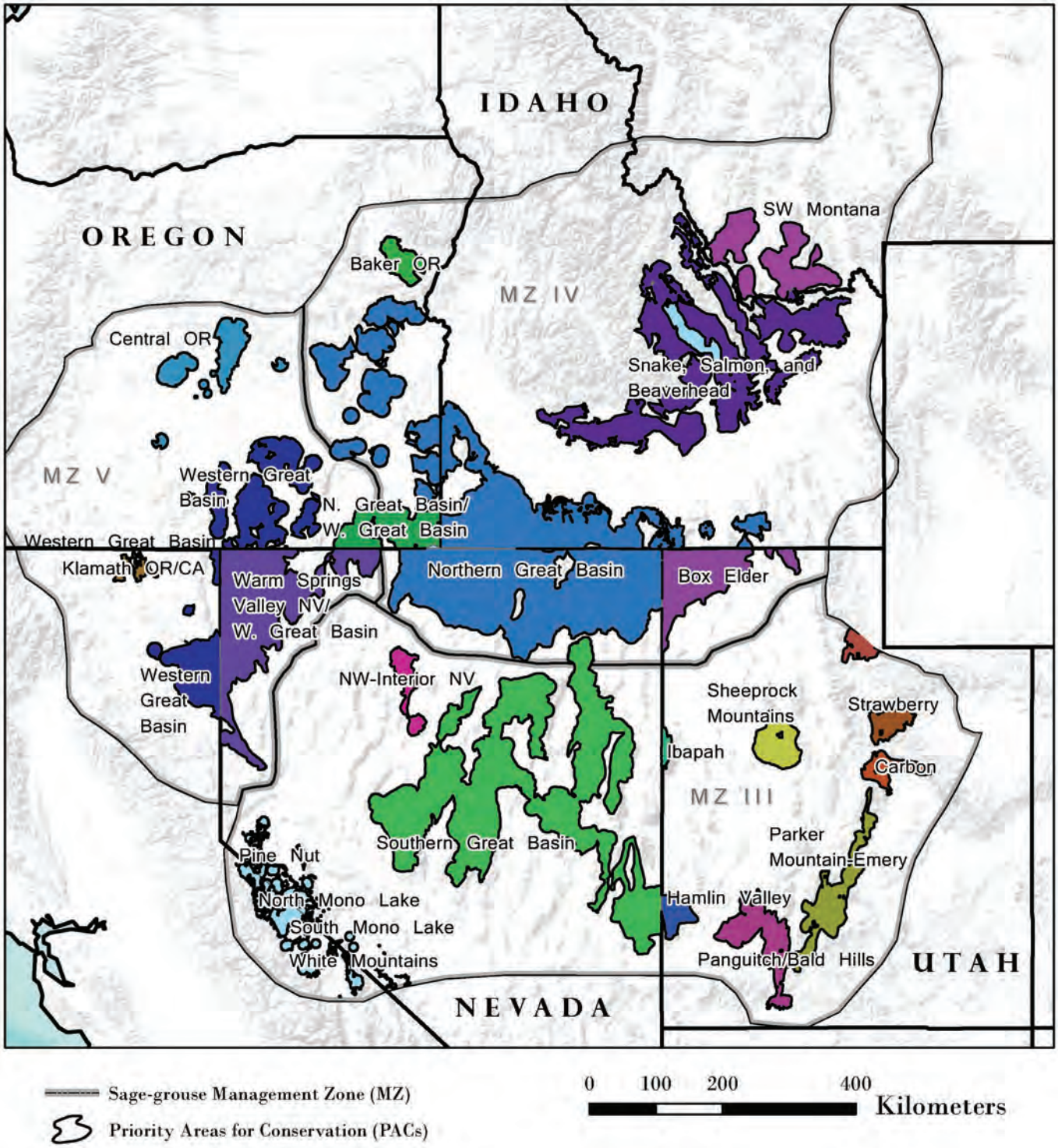

Figure 14. Priority Areas for Conservation (PACs) within the range of sage-grouse (USFWS 2013). Colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

Breeding bird density: Range-wide breeding bird density areas provide one of the few accessible data sets for further prioritizing actions within and adjacent to PACs to maintain species distribution and abundance. Doherty et al. (2010b) developed a useful framework for incorporating population data in their range-wide breeding bird density analysis, which used maximum counts of males on leks (n = 4,885) to delineate breeding bird density areas that contain 25, 50, 75, and 100% of the known breeding population (fig. 15). Leks were mapped according to these abundance values and buffered by a 6.4 to 8.5 km (4.0 to 5.3 mi) radius to delineate nesting areas. Findings showed that while sage-grouse occupy extremely large landscapes, their breeding distribution is highly aggregated in comparably smaller identifiable population centers; 25% of the known population occurs within 3.9% (2.9 million ha; 7.2 million ac) of the species range, and 75% of birds are within 27.0% of the species range (20.4 million ha; 50.4 million ac) (Doherty et al. 2010b). The Doherty et al. (2010b) analysis emphasized breeding habitats primarily because little broad scale data exist for summer and winter habitat use areas. Even though the current breeding bird density data provide the most comprehensive data available, they do not include all existing sage-grouse populations. Incorporating finer scale seasonal habitat use data at local levels where it is available will ensure management actions encompass all seasonal habitat requirements.

For this assessment, we chose to use State-level breeding bird density results from Doherty et al. (2010b) instead of range-wide model results to ensure that important breeding areas in MZs III, IV, and V were not underweighted due to relatively higher bird densities in the eastern portion of the range. It is important to note that breeding density areas were identified using best available information in 2009, so these range-wide data do not reflect the most current lek count information or changes in conditions since the original analysis. Also, breeding density areas should not be viewed as rigid boundaries but rather as the means to prioritize landscapes regionally where step-down assessments and actions may be implemented quickly to conserve the most birds.

Landscape cover of sagebrush: Landscape cover of sagebrush is one of the key determinants of sage-grouse population persistence and, in combination with an understanding of resilience to disturbance and resistance to invasive annuals, provides essential information both for determining priority areas for management and appropriate management actions (fig. 10; tables 2 and 3). Landscape cover of sagebrush is a measure of large, contiguous patches of sagebrush on the landscape and is calculated from remote sensing databases such as LANDFIRE (see Appendix 4). We used the three cover categories of sagebrush landscape cover discussed previously to predict the likelihood of sustaining sage-grouse populations (1-25%, 25-65%, >65%). The sagebrush landscape cover datasets were created using a moving window to summarize the proportion of area (5-km [3.1-mi] radius) dominated by sagebrush surrounding each 30-m pixel and then assigned those areas to the three categories (see Appendix 2). Because available sagebrush cover from sources such as LANDFIRE does not exclude recent fire perimeters, it was necessary to either include these in the analysis of landscape cover of sagebrush or display them separately. Although areas that have burned since 2000 likely do not currently provide desired sage-grouse habitat, areas with the potential to support sagebrush ecological types can provide conservation benefits in the overall planning effort especially within long-term conservation areas like PACs. The landscape cover of sagebrush and recent fire perimeters are illustrated for the western portion of the range (fig.16) and northeast Nevada (fig. 17).

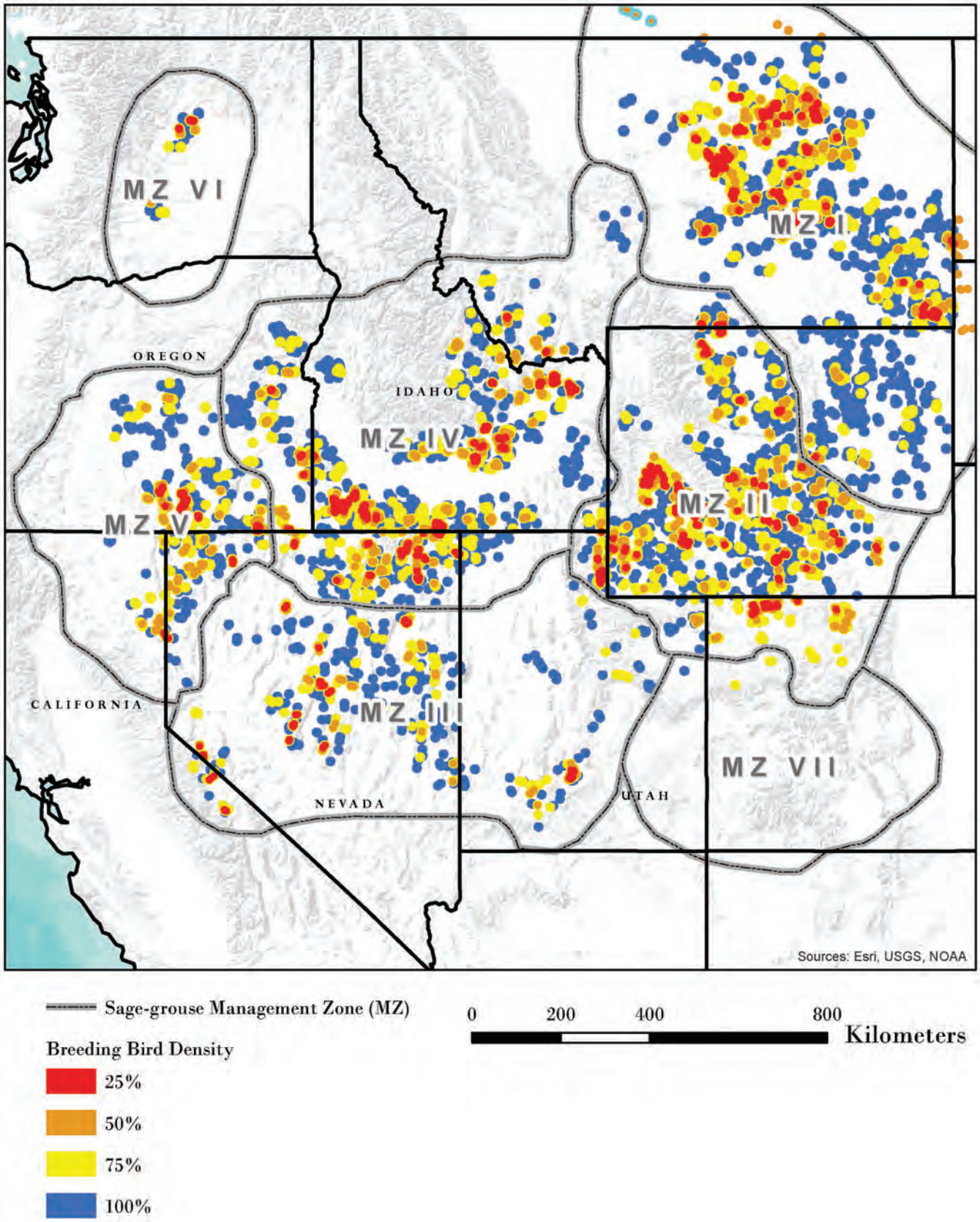

Figure 15. Range-wide sage-grouse breeding bird densities from Doherty et al. 2010. Points illustrate breeding bird density areas that contain 25, 50, 75, and 100% of the known breeding population and are based on maximum counts of males on leks (n = 4,885). Leks were mapped according to abundance values and buffered by 6.4 to 8.5 km (4.0 to 5.2 mi) to delineate nesting areas.

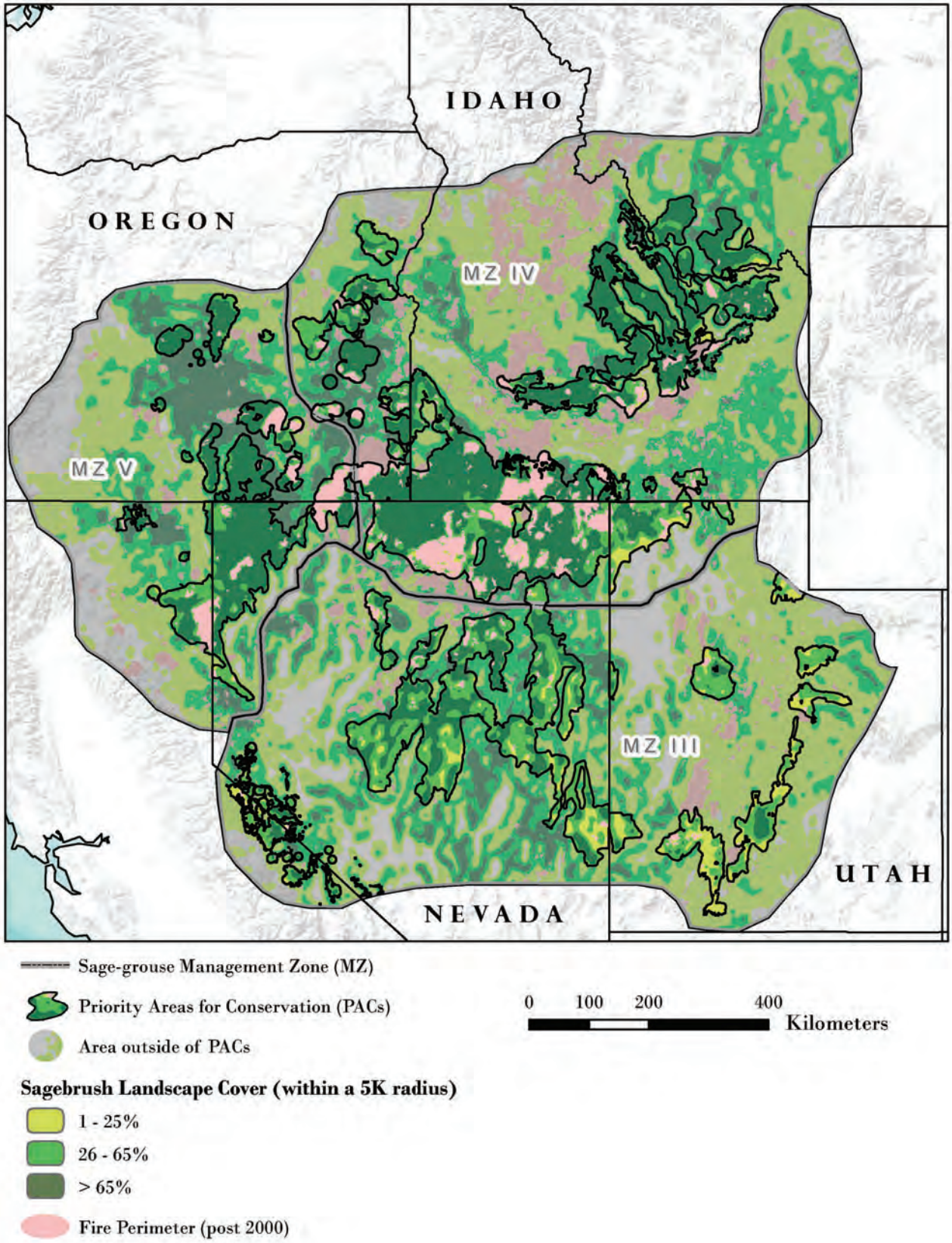

Figure 16. The landscape cover of sagebrush within each of three selected categories (1-25%, 26-65%, >65%) for Management Zones III, IV, and V (Stiver et al. 2006). The proportion of sagebrush (USGS 2013) within each of the categories in a 5-km (3.1-mi) radius surrounding each pixel was calculated relative to other land cover types for locations with sagebrush cover. Darker colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

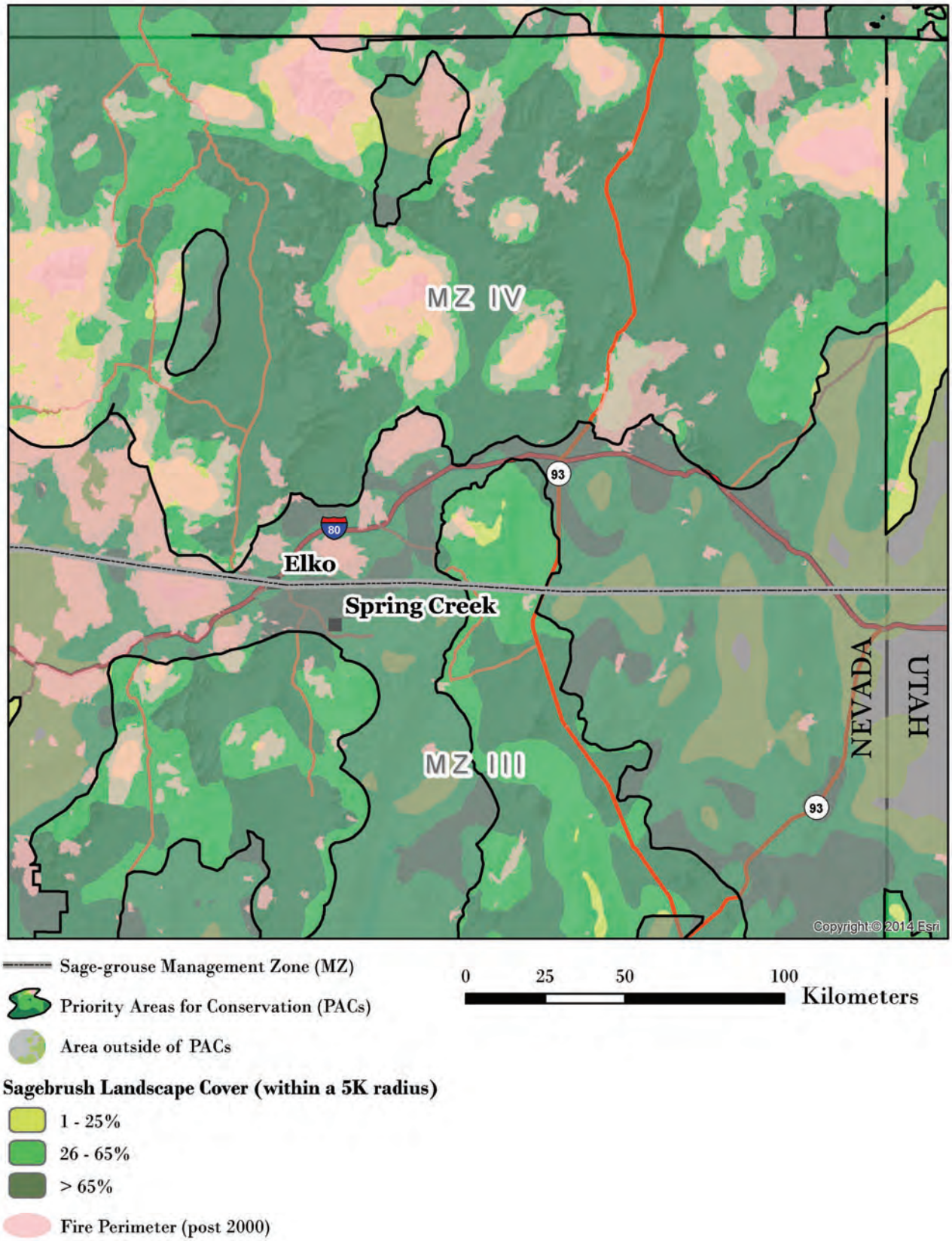

Figure 17. The landscape cover of sagebrush within each of the selected categories (1-25%, 26-65%, >65%) for the northeastern portion of Nevada. The proportion of sagebrush (USGS 2013) within each of the categories in a 5-km (3.1-mi) radius surrounding each pixel was calculated relative to other land cover types for locations with sagebrush cover. Darker colored polygons delineate Priority Areas for Conservation (USFWS 2013).

Resilience to disturbance and resistance to annuals: Soil temperature and moisture regimes are a strong indicator of ecological types and of resilience to disturbance and resistance to invasive annual plants (fig. 11; table 1). Resilience and resistance predictions coupled with landscape cover of sagebrush can provide critical information for determining focal areas for targeted management actions (tables 2, 3, and 4). The available data for the soil temperature and moisture regimes were recently compiled to predict resilience and resistance (see Appendix 3). These data, displayed for the western portion of the range and northeast Nevada (figs. 18 and 19), illustrate the spatial variability within the focal areas. Soil temperature and moisture regimes are two of the primary determinants of ecological types and of more detailed ecological site descriptions, which are described in the section on "Determining the Most Appropriate Management Treatments at the Project Scale."

Habitat threats: Examining additional land cover data or models of invasive annual grasses and piñon and/or juniper, can provide insights into the current extent of threats in a planning area (e.g., Manier et al. 2013). In addition, evaluating data on fire occurrence and size can provide information on fire history and the rate and pattern of change within the planning area. Data layers for cheatgrass cover have been derived from Landsat imagery (Peterson 2006, 2007) and from model predictions based on species occurrence, climate variables, and anthropogenic disturbance (e.g., the Bureau of Land Management [BLM] Rapid Ecoregional Assessments [REAs]). The REAs contain a large amount of geospatial data that may be useful in providing landscape scale information on invasive species, disturbances, and vegetation types across most of the range of sage-grouse (http://www.blm.gov/wo/st/en/prog/more/Landscape_Approach/reas.html). Similarly, geospatial data for piñon and/or juniper have been developed for various States (e.g., Nevada and Oregon) and are becoming increasingly available rangewide. In addition, more refined data products are often available at local scales. Land managers can evaluate the available land cover datasets and select those land covers with the highest resolution and accuracy for the focal area. Land cover of cheatgrass and piñon and/or juniper and the fire history of the western portion of the range and northeast Nevada are in figures 20-25.

Assessing Focal Areas for Sage-Grouse Habitat Management: Integrating Data Layers

Combining resilience and resistance concepts with sage-grouse habitat and population data can help land managers further gauge relative risks across large landscapes and determine where to focus limited resources to conserve sage-grouse populations. Intersecting breeding bird density areas with soil temperature and moisture regimes provides a spatial tool to depict landscapes with high bird concentrations that may have a higher relative risk of being negatively affected by fire and annual grasses (figs. 26, 27). For prioritization purposes, areas supporting 75% of birds (6.4 to 8.5 km [4.0 to 5.2 mi] buffer around leks) can be categorized as high density while remaining breeding bird density areas (75-100% category; 8.5-km [5.2-mi] buffer around leks) can be categorized as low density. Similarly, warm and dry types can be categorized as having relatively low resilience to fire and resistance to invasive species and all other soil temperature and moisture regimes can be categorized as having relatively moderate to high resilience and resistance. Intersecting breeding bird density areas with landscape cover of sagebrush provides another spatial component revealing large and intact habitat blocks and areas in need of potential restoration to provide continued connectivity (fig. 28).

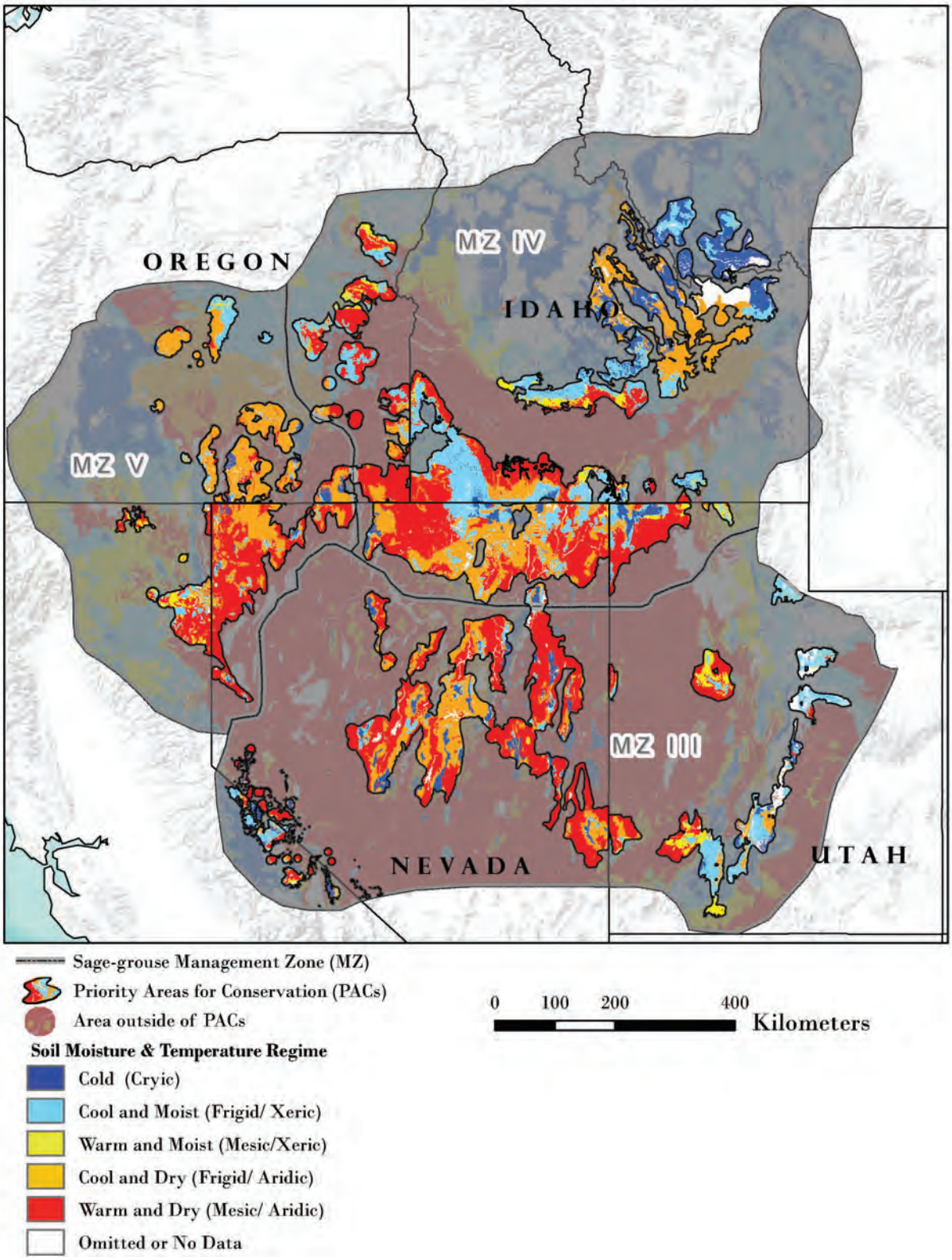

Figure 18. The soil temperature and moisture regimes within sage-grouse Management Zones III, IV, and V (Stiver et al. 2006). Soil temperature and moisture classes were derived from the Natural Resources Conservation Service (NRCS) Soil Survey Geographic Database (SSURGO) (Soil Survey Staff 2014a). Gaps in that dataset were filled in with the NRCS State Soil Geographic Database (STATSGO) (Soil Survey Staff 2014b). Darker colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

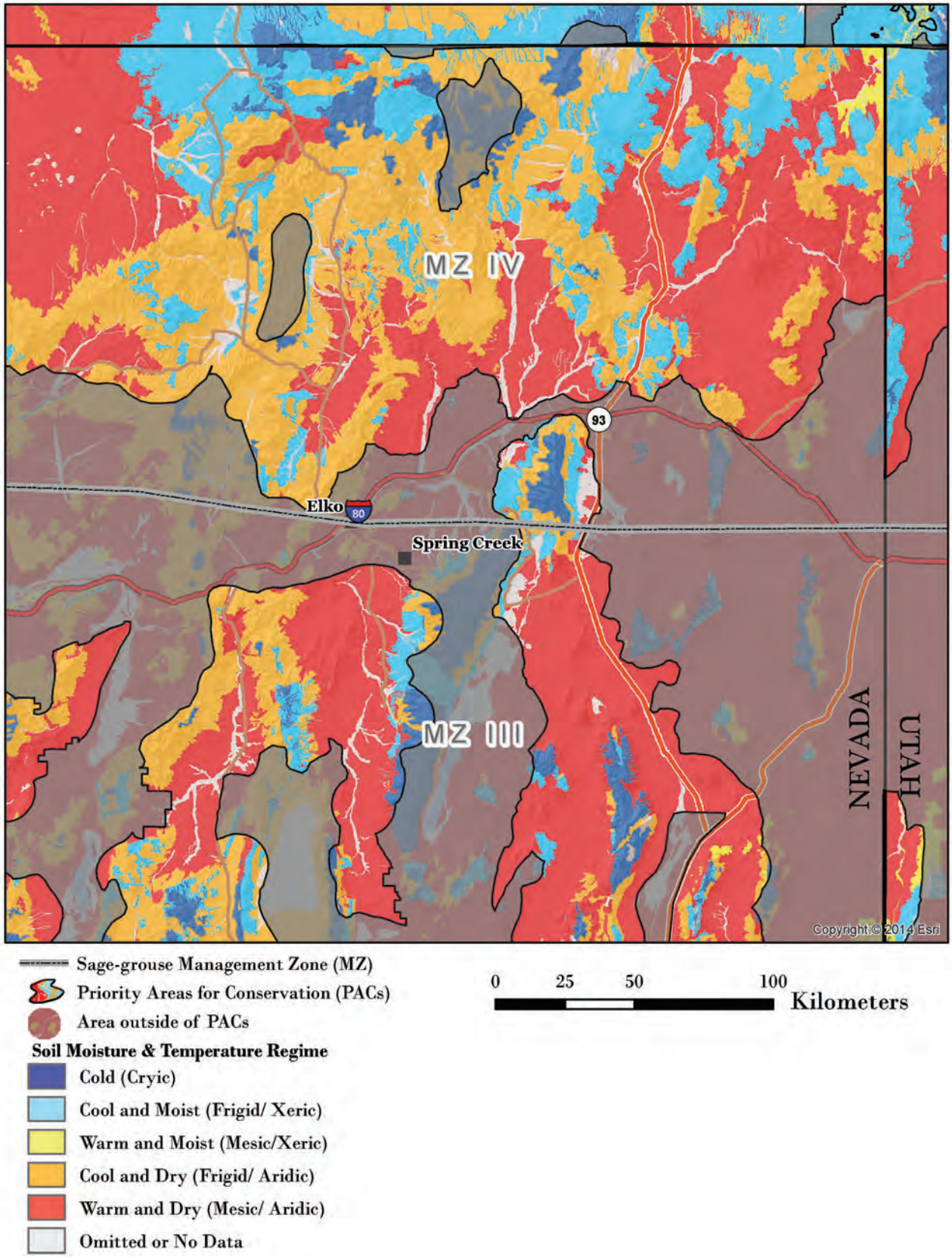

Figure 19. The soil temperature and moisture regimes for the northeast corner of Nevada. Soil temperature and moisture classes were derived from the Natural Resources Conservation Service (NRCS) Soil Survey Geographic Database (SSURGO) (Soil Survey Staff 2014a). Gaps in that dataset were filled in with the NRCS State Soil Geographic Database (STATSGO) (Soil Survey Staff 2014b). Darker colored polygons delineate Priority Areas for Conservation (USFWS 2013).

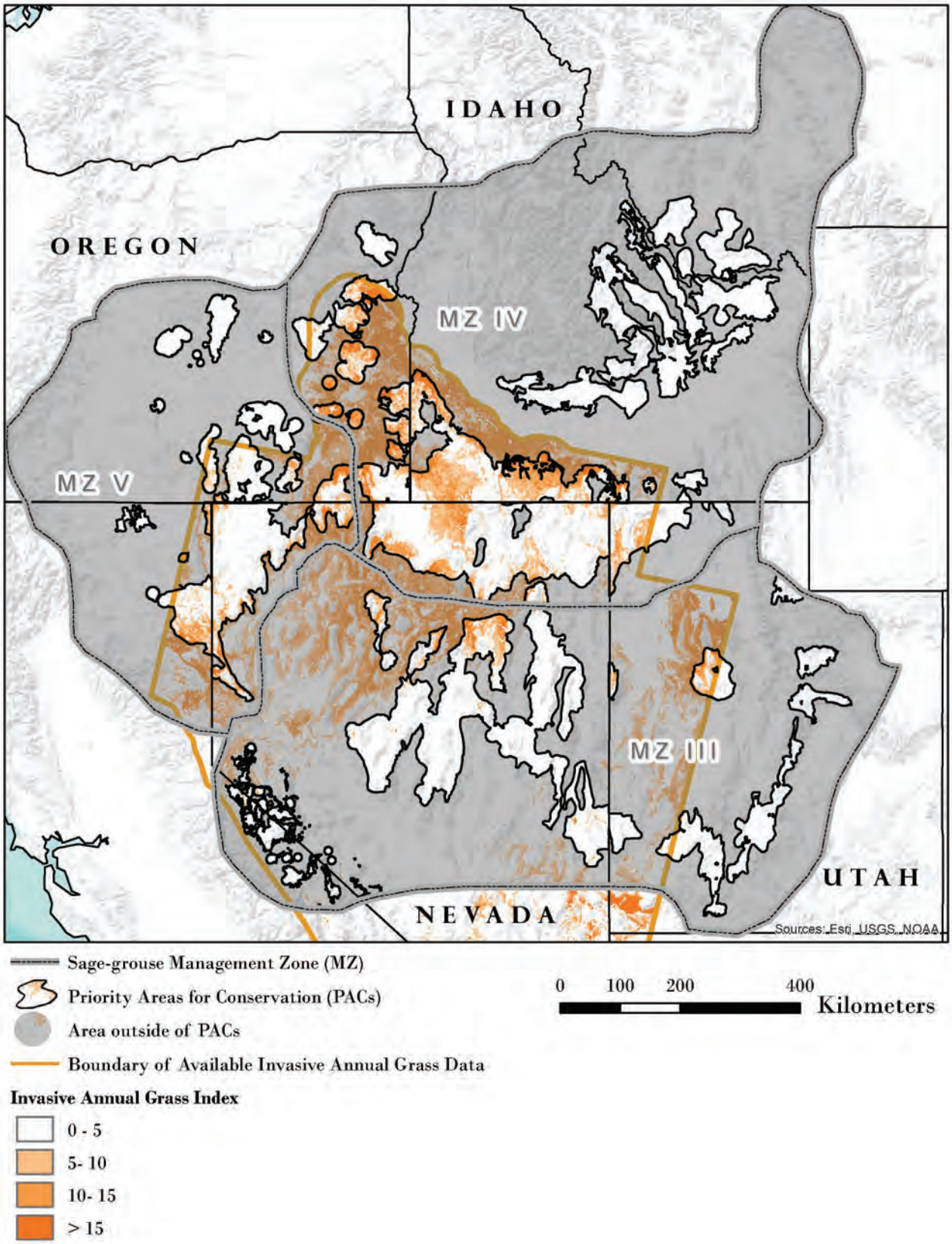

Figure 20. Invasive annual grass index for Nevada (Peterson 2006) and the Owhyee uplands (Peterson 2007) displayed for sage-grouse Management Zones III, IV, and V (Stiver et al. 2006). Lighter colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

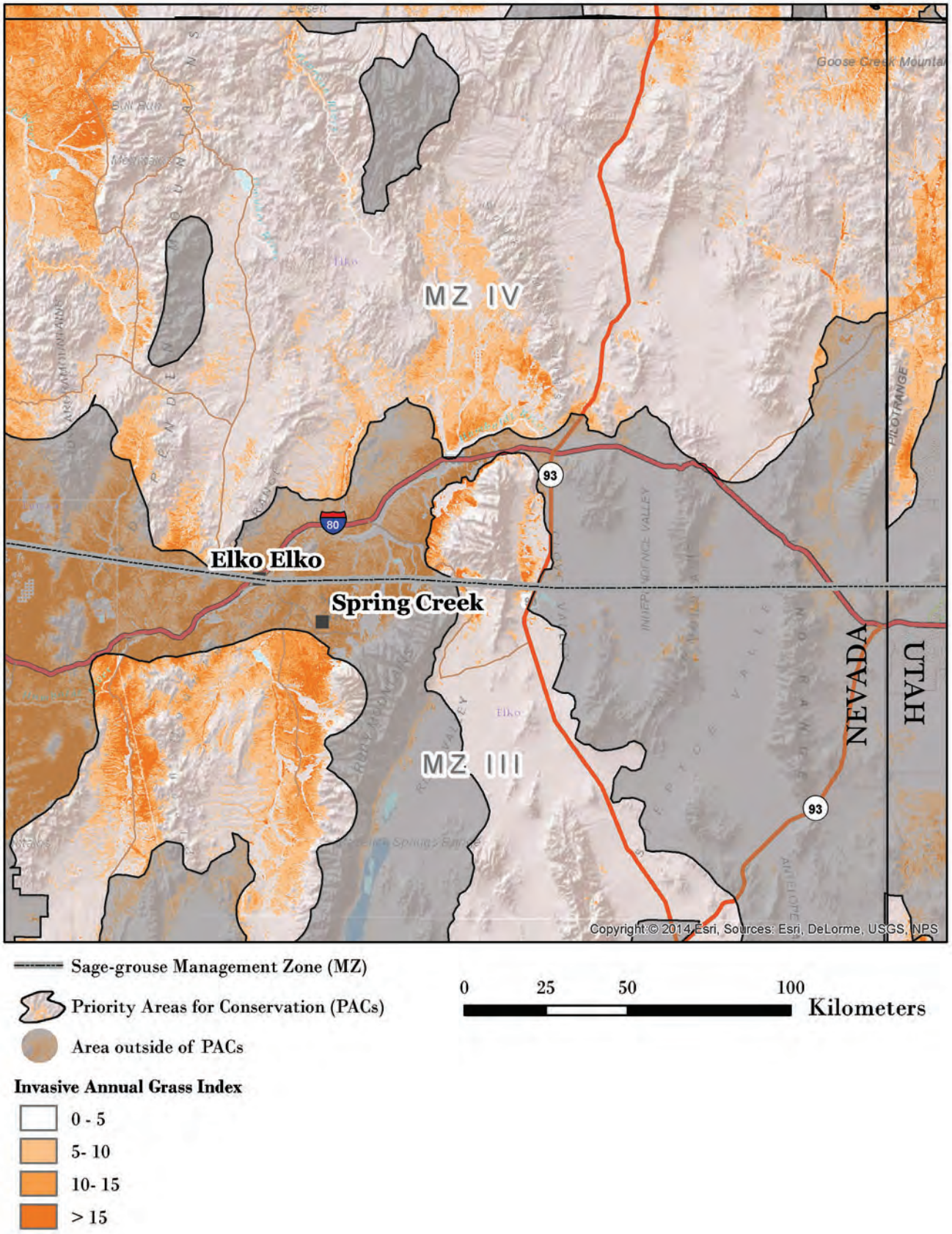

Figure 21. Invasive annual grass index for Nevada (Peterson 2006) and the Owhyee uplands (Peterson 2007) displayed for the northeast corner of Nevada. Lighter colored polygons delineate Priority Areas for Conservation (USFWS 2013).

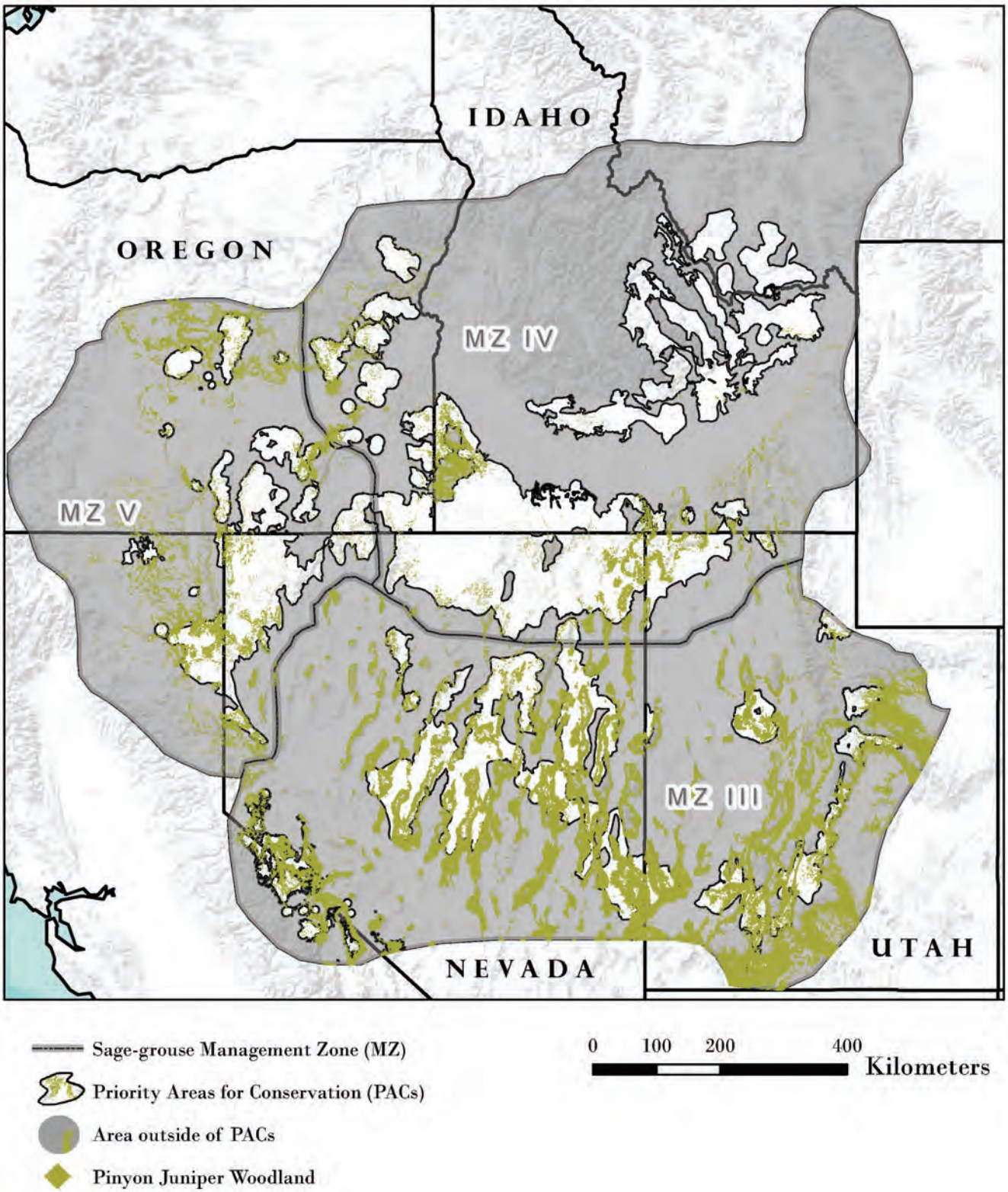

Figure 22. Piñon and/or juniper woodlands (USGS 2004; USGS 2013) within sage-grouse Management Zones III, IV, and V (Stiver et al. 2006). Lighter colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

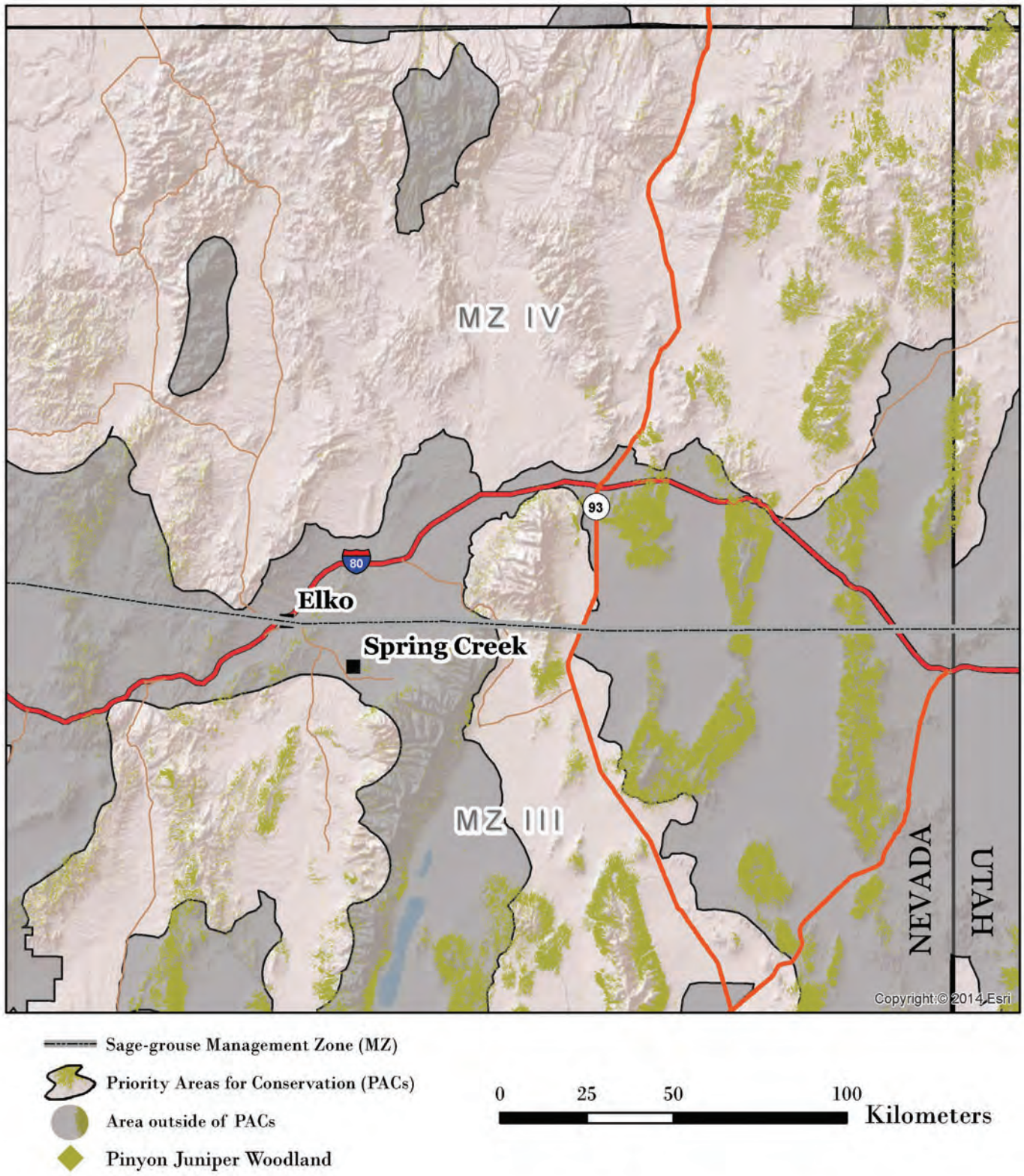

Figure 23. Piñon and/or juniper woodlands (USGS 2004; USGS 2013) within the northeast corner of Nevada. Lighter colored polygons delineate Priority Areas for Conservation (USFWS 2013).

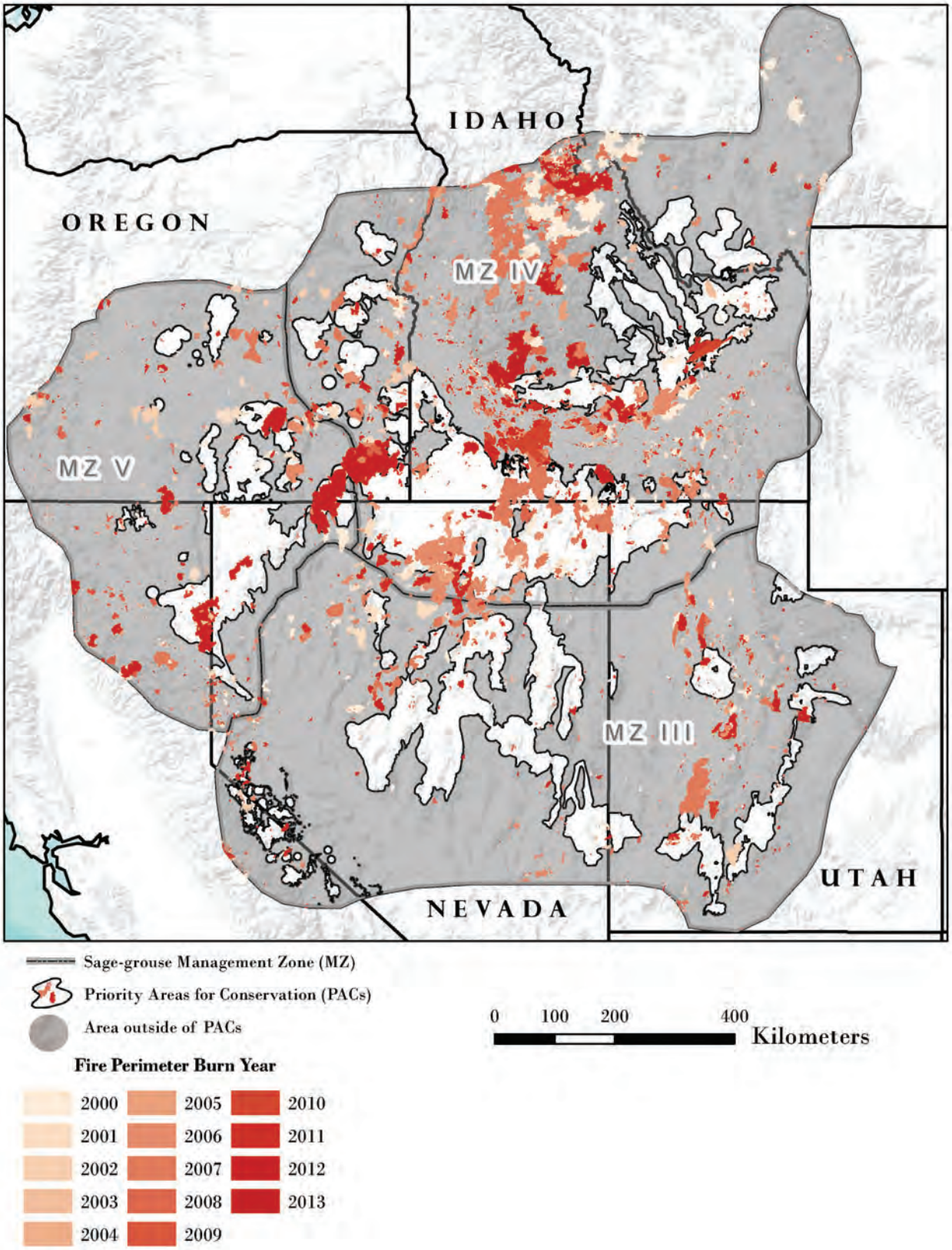

Figure 24. Fire perimeters (Walters et al. 2011; Butler and Bailey 2013) within sage-grouse Management Zones III, IV, and V (Stiver et al. 2006). Ligher colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

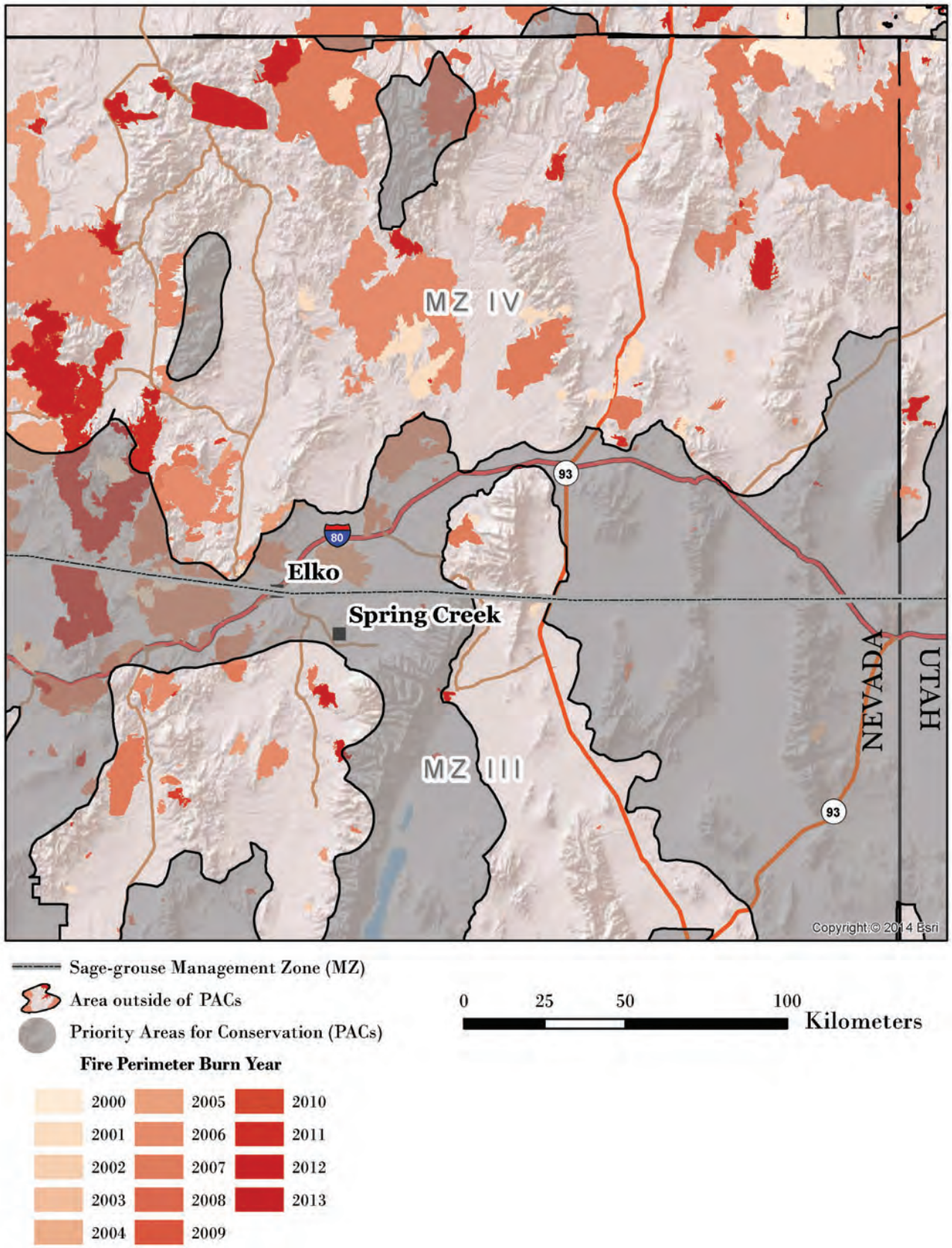

Figure 25. Fire perimeters (Walters et al. 2011; Butler and Bailey 2013) within the northeast corner of Nevada. Lighter colored polygons delineate Priority Areas for Conservation (USFWS 2013).

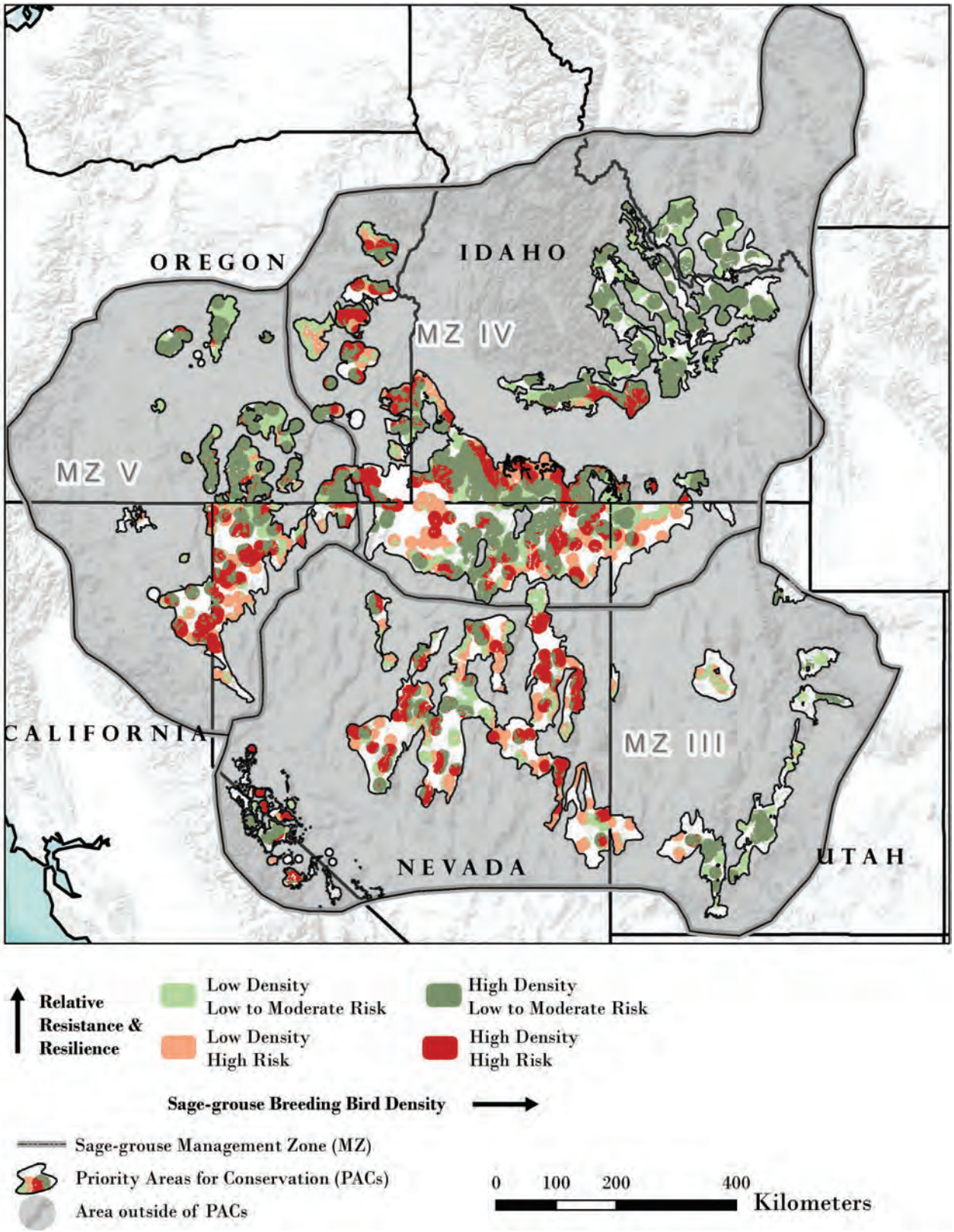

Figure 26. Sage-grouse breeding bird densities (Doherty et al. 2010) for high breeding bird densities (areas that contain 75% of known breeding bird populations) and low breeding bird densities (areas that contain all remaining breeding bird populations) relative to resilience and resistance within sage-grouse Management Zones III, IV, and V (Stiver et al. 2006). Relative resilience and resistance groups are derived from soil moisture and temperature classes (Soil Survey Staff 2014a, b) as described in text, and indicate risk of invasive annual grasses and wildfire. Lighter colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

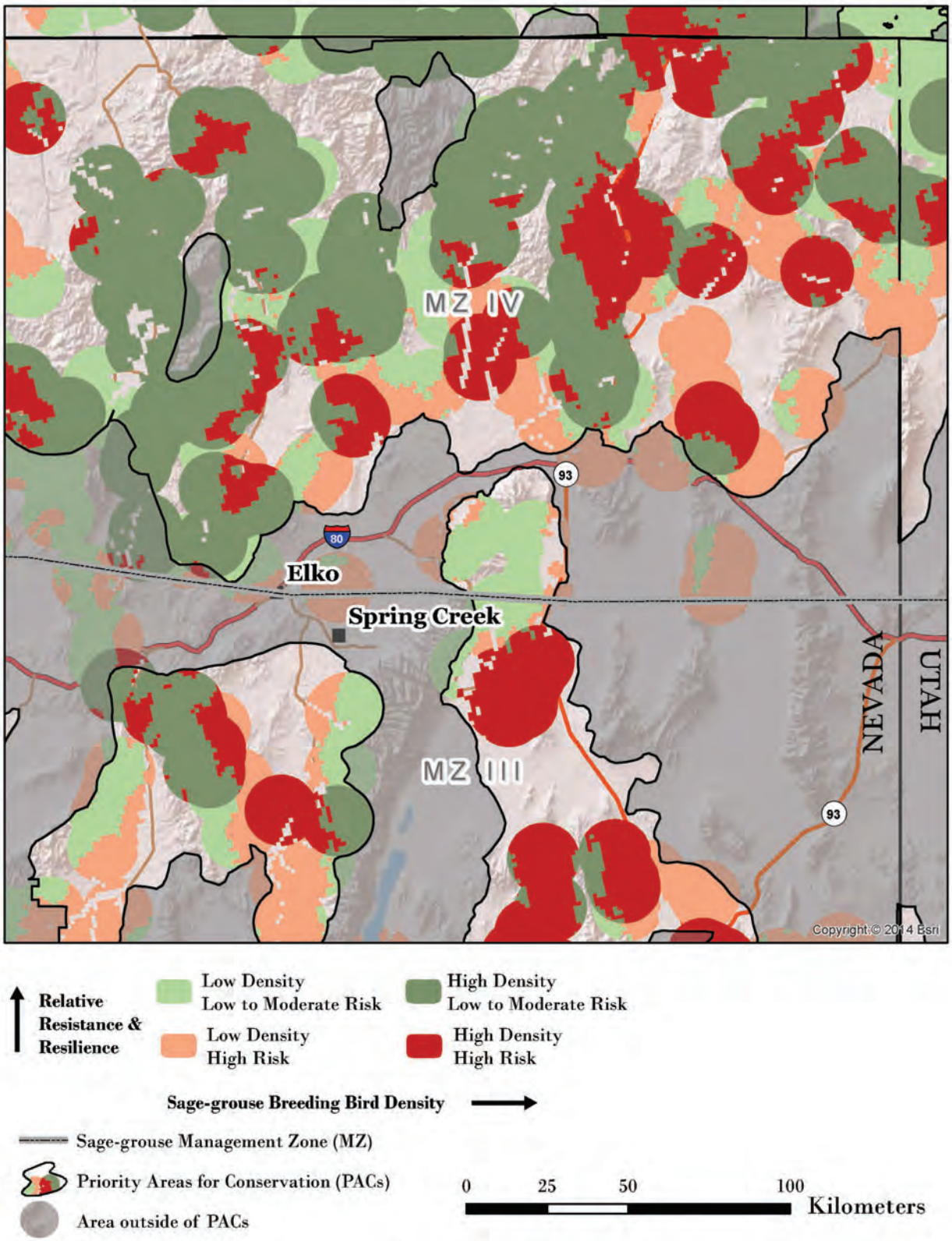

Figure 27. Sage-grouse breeding bird densities (Doherty et al. 2010) for high breeding bird densities (areas that contain 75% of known breeding bird populations) and low breeding bird densities (areas that contain all remaining breeding bird populations) relative to resilience and resistance in the northeast corner of Nevada. Relative resilience and resistance groups are derived from soil moisture and temperature classes (Soil Survey Staff 2014a, b) as described in text, and indicate risk of invasive annual grasses and wildfire. Lighter colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

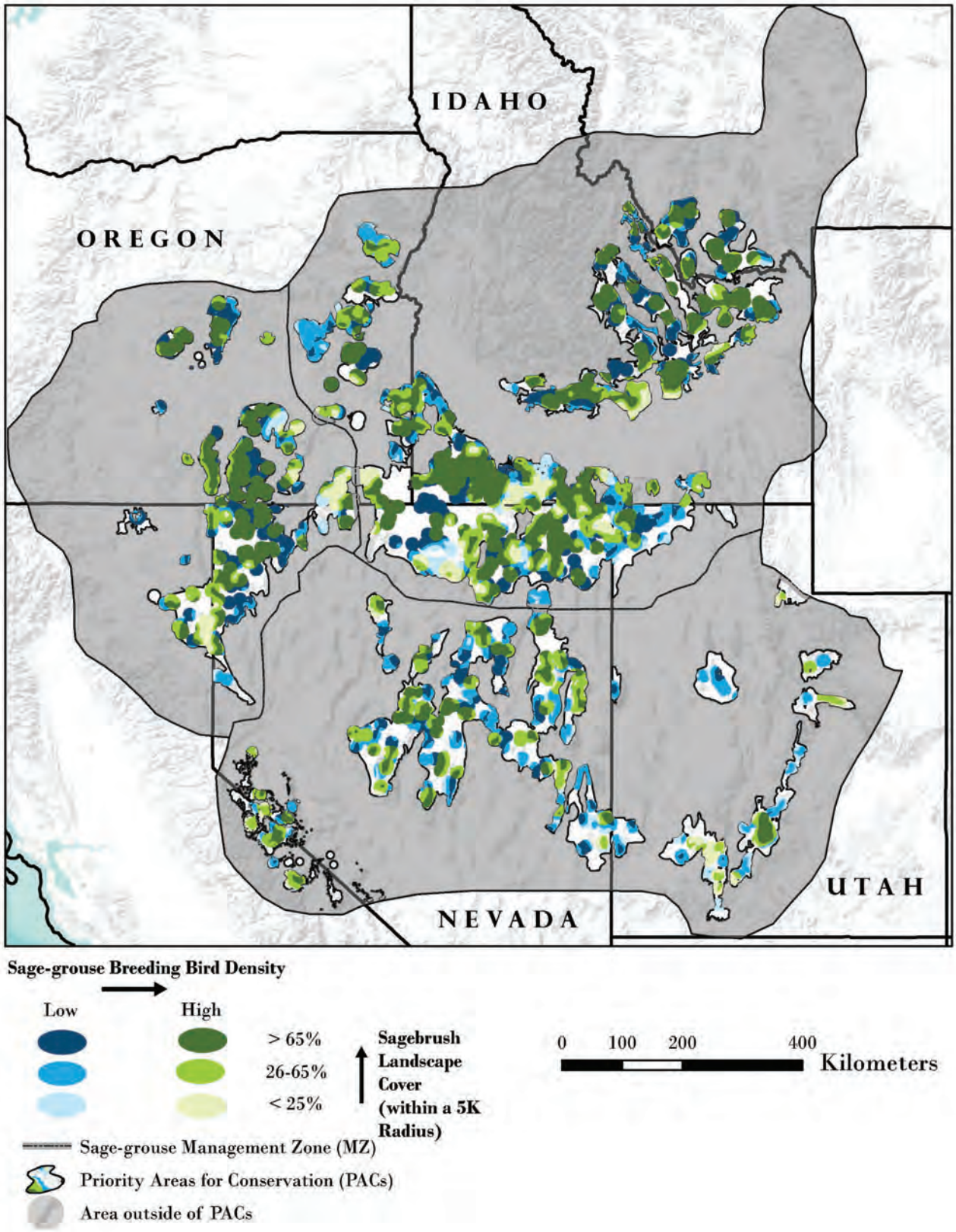

Figure 28. Sage-grouse breeding bird densities (Doherty et al. 2010) for high breeding bird densities (areas that contain 75% of known breeding bird populations) and low breeding bird densities (areas that contain all remaining breeding bird populations) relative to sagebrush cover. Lighter colored polygons within Management Zones delineate Priority Areas for Conservation (USFWS 2013).

Resilience and resistance and sagebrush cover combined with bird population density data provide land managers a way to evaluate trade-offs of particular management options at the landscape scale. For example, high density, low resilience and resistance landscapes with >65% sagebrush landscape cover may require immediate attention for conservation efforts because they currently support a high concentration of birds but have the lowest potential to recover to desired conditions post-fire and to resist invasive plants when disturbed. Similarly, high density but moderate-to-high resilience and resistance landscapes with 26-65% sagebrush cover may be priorities for preventative actions like conifer removal designed to increase the proportion of sagebrush cover and maintain ecosystem resilience and resistance. Mapping relative resilience and resistance and landscape cover of sagebrush for sage-grouse breeding areas should be viewed as a component of the assessment process that can help local managers allocate resources to accelerate planning and implementation.

Interpretations at the Management Zone (MZ) Scale: Western Portion of the Range

An examination of land cover and additional data layers for the western portion of the range reveals large differences among Management Zones (MZs) III, IV and V. MZs IV and V have larger areas with sagebrush cover >65% than MZ III (fig. 16). This may be partly explained by basin and range topography in MZ III, which is characterized by large differences in both environmental conditions and ecological types over relatively short distances. However, the cover of piñon and juniper in and adjacent to PACs in MZ III also is higher than in either MZ IV or V (fig. 22). The greater cover of piñon and juniper in MZ III appears to largely explain the smaller patches of sagebrush cover in the 26-65% and >65% categories.

Our capacity to quantify understory vegetation cover using remotely sensed data is currently limiting, but a visual examination of estimates for invasive annual grass (fig. 20; Peterson 2006, 2007) suggests a higher index (greater cover) in areas with relatively low resistance (warm soil temperatures) in all MZs (see fig. 18). This is consistent with current understanding of resistance to cheatgrass (Chambers et al. 2014; Chambers et al. *in press*). It is noteworthy that the invasive annual grass index is low for most of the central basin and range (central Nevada). Several factors may be contributing to the low index for this area including climate, the stage of piñon and juniper expansion and linked decrease in fire frequency, the relative lack of human development, and the relative lack of management treatments in recent decades (Wisdom et al. 2005; Miller et al. 2011). Not surprisingly, areas with a high annual grass index are outside or on the periphery of current PACs. However, it is likely that invasive annual grasses are present on many warmer sites and that they may increase following fire or other disturbances. In areas with low resistance to invasive annual grasses, they often exist in the understory of sagebrush ecosystems and are not detected by remote sensing platforms such as Landsat.

The number of hectares burned has been highest in MZ IV, adjacent areas in MZ V, and in areas with relatively low resilience and resistance in the northern portion of MZ III that have a high invasive annual grass index (figs. 18, 20, 24). A total of over 1.1 million hectares (2.7 million acres) burned in 2000 and 2006, while over 1.7 million hectares (4.2 million acres) burned in 2007 and 2012 and almost three quarters of these acres were in MZ IV (table 5). In some cases, these fires appear to be linked to the annual invasive grass index, but in others it clearly is not. At this point, there appears to be little relationship between cover of piñon and juniper and wildfire. Mega-fires comprised of hundreds of thousands of acres have burned in recent years, especially in MZ IV. These fires have occurred primarily in areas with low to moderate resilience and resistance and during periods with extreme burning conditions.

Table 5. The number of hectares (acres) burned in Management Zones III, IV, and V each year from 2000 to 2013.

Year	Management Zone III		Management Zone IV		Management Zone V		Total	
2000	155,159	(383,405)	868,118	(2,145,165)	88,871	(219,606)	1,112,148	(2,748,176)
2001	164,436	(406,330)	272,870	(674,276)	141,454	(349,541)	578,760	(1,430,147)
2002	85,969	(212,433)	100,308	(247,867)	113,555	(280,601)	299,833	(740,902)
2003	21,869	(54,038)	127,028	(313,892)	27,597	(68,192)	176,493	(436,123)
2004	20,477	(50,600)	11,344	(28,032)	13,037	(32,216)	44,858	(110,847)
2005	45,130	(111,520)	374,894	(926,382)	22,039	(54,458)	442,063	(1,092,360)
2006	198,762	(491,150)	860,368	(2,126,014)	117,452	(290,230)	1,176,582	(2,907,394)
2007	371,154	(917,140)	1,240,303	(3,064,853)	134,520	(332,406)	1,745,977	(4,314,399)
2008	14,015	(34,632)	109,151	(269,717)	43,949	(108,599)	167,115	(412,949)
2009	43,399	(107,242)	12,250	(30,271)	47,918	(118,408)	103,568	(255,921)
2010	31,597	(78,078)	280,662	(693,531)	21,940	(54,216)	334,200	(825,825)
2011	83,411	(206,114)	283,675	(700,977)	22,909	(56,608)	389,995	(963,699)
2012	203,680	(503,303)	946,514	(2,338,885)	574,308	(1,419,144)	1,724,501	(4,261,331)
2013	45,976	(113,610)	368,434	(910,419)	15,852	(39,170)	430,262	(1,063,199)
Total	1,485,034	(3,669,595)	5,855,920	(14,470,281)	1,385,400	(3,423,396)	8,726,354	(21,563,271)

Coupling breeding bird densities with landscape cover of sagebrush indicates that populations with low densities tend to occur in areas where sagebrush cover is in the 26-65% category, and few populations occur in areas with <25% sagebrush cover (fig. 27) (Knick et al. 2013). Combining the breeding bird densities with resilience and resistance indicates significant variability in risks among high density populations within PACs (fig. 26). A large proportion of remaining high density centers within PACs occurs on moderate-to-high resilience and resistance habitats, while low density/low resilience and resistance areas tend to occur along the periphery of PACs or are disproportionately located in MZ III and southern parts of MZ V.

Examination of other data layers suggests that different wildfire and invasive species threats exist across the western portion of the range, and that management should target the primary threats to sage-grouse habitat within focal areas. In MZs IV and V invasive annual grasses—especially on the periphery of the PACs—and wildfire are key threats. However, recent wildfires are not necessarily linked to invasive annual grasses. This suggests that management strategies for these MZs emphasize fire operations, fuels management focused on decreasing fire spread, and integrated strategies to control annual grasses and increase post-fire rehabilitation and restoration success. Differences in piñon and/or juniper landscape cover exist among MZs with 5,131,900 ha (12,681,202 ac) in MZ III, 528,377ha (1,305,649 ac) in MZ IV, and 558,880 ha (1,381,024 ac) in MZ V. Portions of MZs IV and V are still largely in early stages of juniper expansion indicating a need to address this threat before woodland succession progresses. Because of generally low resilience and resistance in MZ III, greater emphasis is needed on habitat conservation, specifically minimizing or eliminating stressors. Also, greater emphasis on reducing cover of piñon and juniper is needed to reduce woody fuels and increase sagebrush ecosystem resilience to fire by increasing the recovery potential of native understory species.

Interpretations at Regional and Local Land Management Scales: Northeast Nevada Example

The same land covers and data layers used to assess focal areas for sage-grouse habitat within MZs in the western portion of the species range can be used to evaluate focal areas for management in regional planning areas and land management planning units. The emphasis at the scale of the land planning area or management planning unit is on maintaining or increasing large contiguous areas of sagebrush habitat with covers in the 26-65% and especially >65% category. Resilience to disturbance and resistance to invasive annual grasses as indicated by soil temperature and moisture regimes is used to determine the most appropriate activities within the different cover categories. The sage-grouse habitat matrix in table 2 describes the capacity of areas with differing resilience and resistance to recover following disturbance and resist annual invasive grasses and provides the management implications for each of the different cover categories. Table 4 provides potential management strategies for the different sagebrush cover and resilience and resistance categories (cells) in the sage-grouse habitat matrix by agency program areas (fire operations, fuels management, post-fire rehabilitation, habitat restoration). Note that the guidelines in table 4 are related to the sage-grouse habitat matrix, and do not preclude other factors from consideration when determining management priorities for program areas.

Here, we provide an example of how to apply the concepts and tools discussed in this report by examining an important region identified in the MZ scale assessment. The northeastern corner of Nevada was selected to illustrate the diversity of sage-grouse habitat within planning areas and the need for proactive collaboration both within agencies and across jurisdictional boundaries in devising appropriate management strategies (figs. 17, 19, 21, 23, 25). This part of Nevada has large areas of invasive annual grasses and areas with piñon and juniper expansion, and it has experienced multiple large fires in the last decade. It includes a BLM Field Office, Forest Service (FS) land, State land, multiple private owners, and borders two States (fig. 29), which results in both complex ownership and natural complexity.

In the northeast corner of Nevada, an area 5,403,877 ha (13,353,271 ac) in size, numerous large fires have burned in and around PACs (fig. 25). Since 2000, a total of 1,144,317 ha (2,827,669 ac) have burned with the largest fires occurring in 2000, 2006, and 2007. This suggests that the primary management emphasis be on retaining existing areas of sagebrush in the 26-65% and especially >65% categories and promoting recovery of former sagebrush areas that have burned. Fire suppression in and around large, contiguous areas of sagebrush and also in and around successful habitat restoration or post-fire rehabilitation treatments is a first order priority. Fuels management also is a high priority and is focused on strategic placement of fuel breaks to reduce loss of large sagebrush stands by wildfire without jeopardizing existing habitat quality. Also, in the eastern portion of the area, piñon and juniper land cover comprises 471,645 ha (1,165,459 ac) (fig. 23). In this area, management priorities include (1) targeted tree removal in early to mid-phase (Phase I and II), post-settlement piñon and juniper expansion areas to maintain shrub/herbaceous cover and reduce fuel loads, and (2) targeted tree removal in later phase (Phase III) post-settlement piñon and juniper areas to reduce risk of high severity fire. In areas with moderate to high resilience and resistance, post-fire rehabilitation focuses on accelerating sagebrush establishment and recovery of perennial native herbaceous species. These areas often are capable of unassisted recovery and seeding is likely needed only in areas where perennial native herbaceous species have been depleted (Miller et al. 2013). Seeding introduced species can retard recovery of native perennial grasses and forbs that are important to sage-grouse and should be avoided in these areas (Knutson et al. 2014). Seeding or transplanting of sagebrush may be needed to accelerate establishment in focal areas.

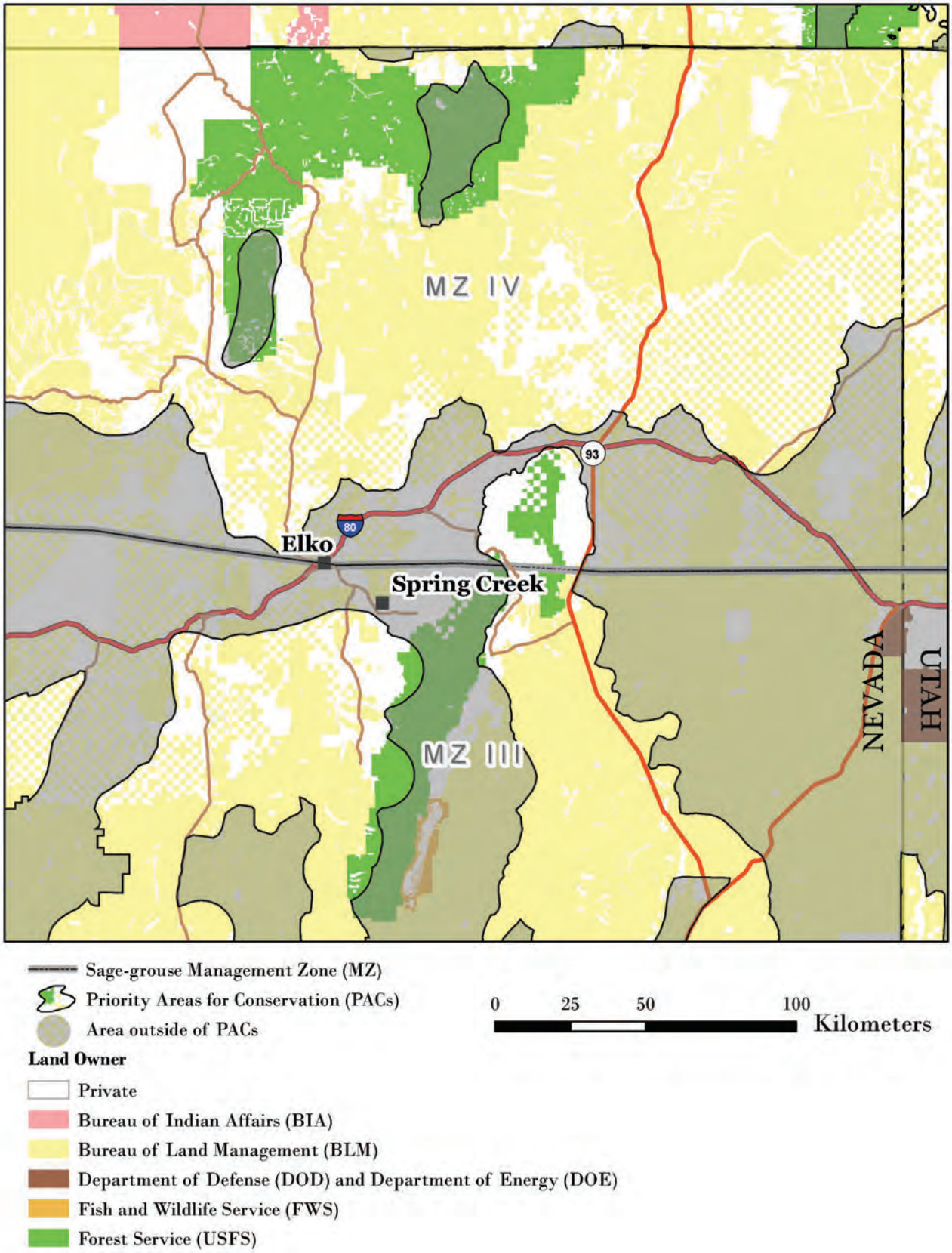

Figure 29. Land ownership for the northeast corner of Nevada. Lighter colored polygons delineate Priority Areas for Conservation (USFWS 2013).

In areas with lower resilience and resistance and high breeding bird densities, large, contiguous areas of sagebrush with intact understories are a high priority for conservation (figs. 17, 19, 27). In these areas, emphasis is on maintaining or increasing habitat conditions by minimizing stressors and disturbance. Post-fire rehabilitation and restoration activities focus on areas that increase connectivity among existing large areas of sagebrush. Because of low and variable precipitation, more than one intervention may be required to achieve restoration or rehabilitation goals. Appropriately managing livestock, wild horse and burro use (if applicable), and recreational use in focal areas is especially important to promote native perennial grass and forb growth and reproduction and to maintain or enhance resilience and resistance.

Determining the Most Appropriate Management Treatments at the Project Scale

Once focal areas and management priorities have been determined, potential treatment areas can be assessed to determine treatment feasibility and appropriate treatment methods. Different treatment options exist (figs. 30, 31) that differ in both suitability for a focal area and likely effectiveness. Field guides for sagebrush ecosystems and piñon and juniper expansion areas that incorporate resilience and resistance concepts are being developed to help guide managers through the process of determining both the suitability of an area for treatment and the most appropriate treatment. These guides are aligned with the different program areas and emphasize (1) fuel treatments (Miller et al. 2014a), (2) post-fire rehabilitation (Miller et al. 2014b), and (3) restoration (Pyke et al., in preparation). Additional information on implementing these types of management treatments is synthesized in Monsen et al. (2004) and Pyke (2011); additional information on treatment response is synthesized in Miller et al. (2013). In this section, we summarize the major steps in the process for determining the suitability of an area for treatment and the most appropriate treatment. We then provide an overview of two of the primary tools in the assessment process – ecological site descriptions (ESDs) and state and transition models (STMs). We conclude with a discussion of the importance of monitoring and adaptive management.

Steps in the process*:* Logical steps in the process of determining the suitability of an area for treatment and the most appropriate treatment(s) include (1) assessing the potential treatment area and identifying ecological sites, (2) determining the current successional state of the site, (3) selecting the appropriate action(s), and (4) monitoring and evaluation to determine post-treatment management. A general approach that uses questions to identify the information required in each step was developed (table 6). These questions can be modified to include the specific information needed for each program area and for treating different ecological sites. This format is used in the field guides described above.

Figure 30. Common vegetation treatments for sagebrush dominated ecosystems with relatively low resilience and resistance include seeding after wildfire in areas that lack sufficient native perennial grasses and forbs for recovery (top) (photo by Chad Boyd), and mowing sagebrush to reinvigorate native perennial grasses and forbs in the understory (bottom) (photo by Scott Schaff). Success of mowing treatments depends on having adequate perennial grasses and forbs on the site to resist invasive annual grasses and to promote recovery.

Figure 31. Vegetation treatments for sagebrush ecosystems exhibiting piñon and juniper expansion include cutting the trees with chainsaws and leaving them in place (top) (photo by Jeremy Roberts) and shredding them with a "bullhog" (middle) (photo by Bruce A. Roundy) on sites with relatively warm soils and moderately low resistance to cheatgrass. Prescribed fire (bottom) (photo by Jeanne C. Chambers) can be a viable treatment on sites with relatively cool and moist soils that have higher resilience to disturbance and resistance to invasive annual grasses. Treatment success depends on having adequate perennial grasses and forbs on the site to resist invasive annual grasses and promote recovery and will be highest on sites with relatively low densities of trees (Phase I to Phase II woodlands).

Table 6. General guidelines for conducting fuels management, fire rehabilitation, and restoration treatments (modified from Miller et al. 2007; Tausch et al. 2009; Pyke 2011; Chambers et al. 2013).

Steps in the process	Questions and considerations
I. Assess potential treatment area and identify ecological sites	1. Where are priority areas for fuels management, fire rehabilitation or restoration within the focal area? Consider sage-grouse habitat needs and resilience and resistance. 2. What are the topographic characteristics and soils of the area? Verify soils mapped to the location and determine soil temperature/moisture regimes. Collect information on soil texture, depth and basic chemistry for restoration projects. 3. How will topographic characteristics and soils affect vegetation recovery, plant establishment and erosion? Evaluate erosion risk based on topography and soil characteristics. 4. What are the potential native plant communities for the area? Match soil components to their correlated ESDs. This provides a list of potential species for the site(s).
II. Determine current state of the site	5. Is the area still within the reference state for the ecological site(s)?
III. Select appropriate action	6. How far do sites deviate from the reference state? How will treatment success be measured? 7. Do sufficient perennial shrubs and perennial grasses and forbs exist to facilitate recovery? 8. Are invasive species a minor component? 9. Do invasive species dominate the sites while native life forms are missing or severely under represented? If so, active restoration is required to restore habitat. 10. Are species from drier or warmer ecological sites present? Restoration with species from the drier or warmer sites should be considered. 11. Have soils or other aspects of the physical environment been altered? Sites may have crossed a threshold and represent a new ecological site type requiring new site-specific treatment/restoration approaches.
IV. Determine post-treatment management	12. How long should the sites be protected before land uses begin? In general, sites with lower resilience and resistance should be protected for longer periods. 13. How will monitoring be performed? Treatment effectiveness monitoring includes a complete set of measurements, analyses, and a report. 14. Are adjustments to the approach needed? Adaptive management is applied to future projects based on consistent findings from multiple locations.

Ecological site descriptions: ESDs and their associated STMs provide essential information for determining treatment feasibility and type of treatment. ESDs are part of a land classification system that describes the potential of a set of climate, topographic, and soil characteristics and natural disturbances to support a dynamic set of plant communities (Bestelmeyer et al. 2009; Stringham et al. 2003). NRCS soil survey data (http://soils.usda.gov/survey/), including soil temperature/moisture regimes and other soil characteristics, are integral to ESD development. ESDs have been developed by the NRCS and their partners to assist land management agencies and private land owners with making resource decisions, and are widely available for the Sage-grouse MZs except where soil surveys have not been completed (for a detailed description of ESDs and access to available ESDs see: http://www.nrcs.usda.gov/wps/portal/nrcs/main/national/technical/ecoscience/desc/). ESDs assist managers to step-down generalized vegetation dynamics, including the concepts of resilience and resistance, to local scales. For example, variability in soil characteristics and the local environment (e.g., average annual precipitation as indicated by soil moisture regime) can strongly influence both plant community resilience to fire as well as the resistance of a plant community to invasive annual grasses after fire (table 1). Within a particular ESD, there is a similar level of resilience to disturbance and resistance to invasive annuals and this information can be used to determine the most appropriate management actions.

State and transition models: STMs are a central component of ecological site descriptions that are widely used by managers to illustrate changes in plant communities and associated soil properties, causes of change, and effects of management interventions (Stringham et al. 2003; Briske et al. 2005; USDA NRCS 2007) including in sagebrush ecosystems (Forbis et al. 2006; Barbour et al. 2007; Boyd and Svejcar 2009; Holmes and Miller 2010; Chambers et al. *in press*). These models use ***state*** (a relatively stable set of plant communities that are resilient to disturbance) and ***transition*** (the drivers of change among alternative states) to describe the range in composition and function of plant communities within ESDs (Stringham and others 2003; see Appendix 1 for definitions). The reference state is based on the natural range of conditions associated with natural disturbance regimes and often includes several plant communities (***phases***) that differ in dominant plant species relative to type and time since disturbance (Caudle et al. 2013). Alternative states describe new sets of communities that result from factors such as inappropriate livestock use, invasion by annual grasses, or changes in fire regimes. Changes or transitions among states often are characterized by ***thresholds*** that may persist over time without active intervention, potentially causing irreversible changes in community composition, structure, and function. ***Restoration pathways*** are used to identify the environmental conditions and management actions required for return to a previous state. Detailed STMs that follow current interagency guidelines (Caudle et al. 2013), are aligned with the ecological types (table 1), and are generally applicable to MZs III (Southern Great Basin), IV (Snake River Plains), V (Northern Great Basin), and VI (Columbia Basin) are provided in Appendix 5.

A generalized STM to illustrate the use of STMs is shown in figure 32 for the warm and dry Wyoming big sagebrush ecological type. This ecological type occurs at relatively low elevations in the western part of the range and has low to moderate resilience to disturbance and management treatments and low resistance to invasion (table 1). This type is abundant in the western portion of the range, but as the STM suggests, it is highly susceptible to conversion to invasive annual grass and repeated fire and is difficult to restore. Intact sagebrush areas remaining in the reference state within this ecological type are a high priority for conservation. Invaded states or locations with intact sagebrush that lack adequate native perennial understory are a high priority for restoration where they bridge large, contiguous areas of sagebrush. However, practical methods to accomplish this are largely experimental and/or costly and further development, including adaptive science and management, is needed.

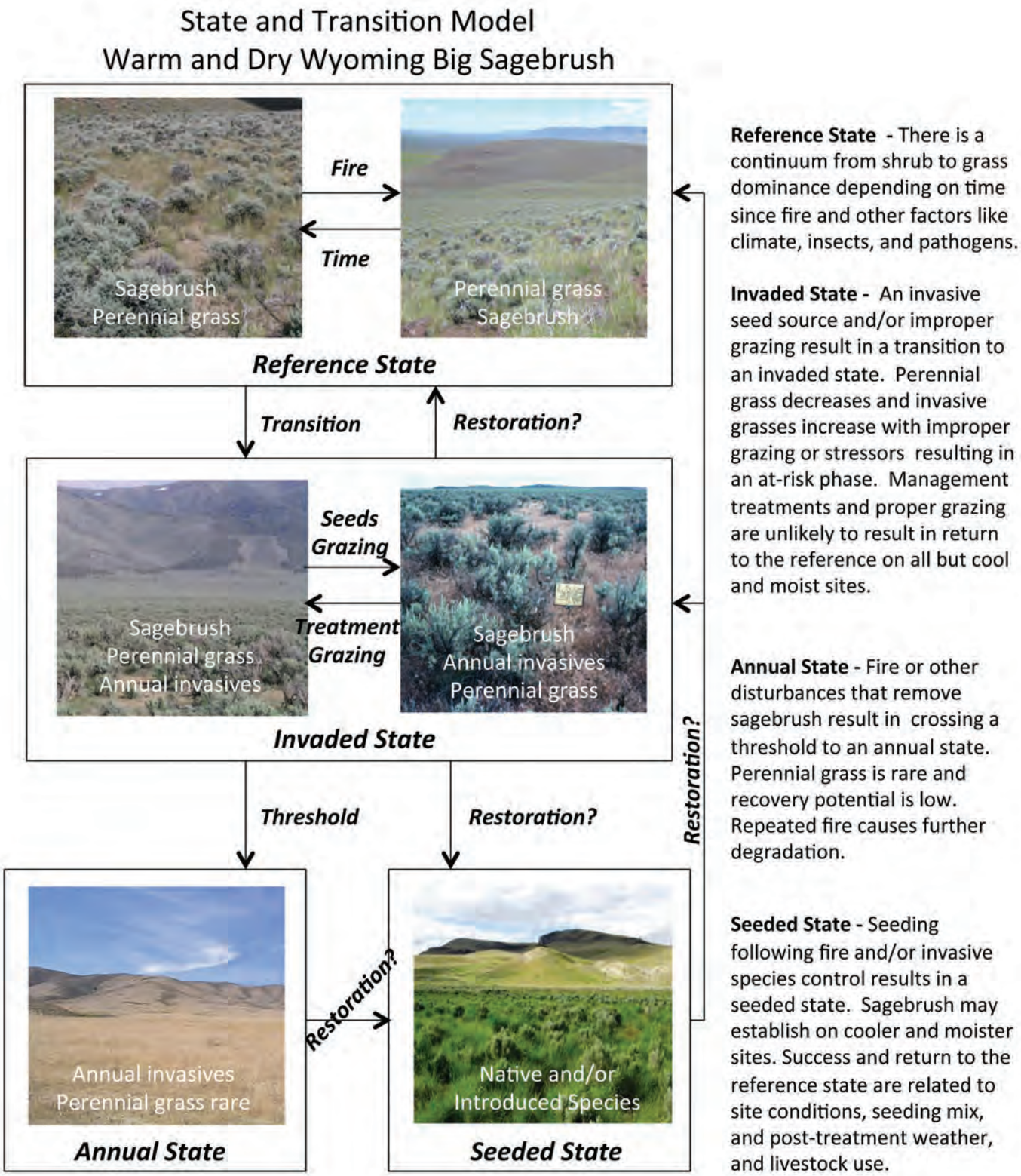

Figure 32. A state and transition model that illustrates vegetation dynamics and restoration pathways for the warm and dry, Wyoming big sagebrush ecological type. This ecological type occurs at relatively low elevations in the western part of the range and has low to moderate resilience to disturbance and management treatments and low resistance to invasion.

Monitoring and adaptive management: Monitoring programs designed to track ecosystem changes in response to both stressors and management actions can be used to increase understanding of ecosystem resilience and resistance, realign management approaches and treatments, and implement adaptive management (Reever-Morghan et al. 2006; Herrick et al. 2012). Information is increasing on likely changes in sagebrush ecosystems with additional stress and climate warming, but a large degree of uncertainty still exits. Currently, the NRCS National Resource Inventory is being used on private lands and is being implemented on public lands managed by BLM to monitor trends in vegetation attributes and land health at the landscape scale under the AIM (Assessment Inventory and Monitoring) strategy. Strategic placement of monitoring sites and repeated measurements of ecosystem status and trends (e.g., land cover type, ground cover, vegetation cover and height of native and invasive species, phase of tree expansion, soil and site stability, oddities) can be used to decrease uncertainty and increase effectiveness of management decisions. Ideally, monitoring sites span environmental/productivity gradients and sagebrush ecological types that characterize sage-grouse habitat. Of particular importance are (1) ecotones between ecological types where changes in response to climate are expected to be largest (Loehle 2000; Stohlgren et al. 2000), (2) ecological types with climatic conditions and soils that are exhibiting invasion and repeated fires, and (3) ecological types with climatic conditions and soils that are exhibiting tree expansion and increased fire risk. Monitoring the response of sagebrush ecosystems to management treatments, including both pre- and post-treatment data, is a first order priority because it provides information on treatment effectiveness that can be used to adjust methodologies.

Monitoring activities are most beneficial when consistent approaches are used among and within agencies to collect, analyze, and report monitoring data. Currently, effectiveness monitoring databases that are used by multiple agencies do not exist. However, several databases have been developed for tracking fire-related and invasive-species management activities. The National Fire Plan Operations and Reporting System (NFPORS) is an interdepartmental and interagency database that accounts for hazardous fuel reduction, burned area rehabilitation and community assistance activities. To our knowledge, NFPORS is not capable of storing and retrieving the type of effectiveness monitoring information that is needed for adaptive management. The FEAT FIREMON Integrated (FFI; https://www.frames.gov/partner-sites/ffi/ffi-home/) is a monitoring software tool designed to assist managers with collection, storage and analysis of ecological information. It was constructed through a complementary integration of the Fire Ecology Assessment Tool (FEAT) and FIREMON. This tool allows the user to select among multiple techniques for effectiveness monitoring. If effectiveness monitoring techniques were agreed on by the agencies, FFI does provide databases with standard structures that could be used in inter-agency effectiveness monitoring. Also, the National Invasive Species Information Management System (NISIMS) is designed to reduce redundant data entry regarding invasive species inventory, management and effectiveness monitoring with the goal of providing information that can be used to determine effective treatments for invasive species. However, NISIMS is currently available only within the BLM.

Common databases can be used by agency partners to record and share monitoring data. The Land Treatment Digital Library (LTDL [USGS 2010]) provides a method of archiving and collecting common information for land treatments and might be used as a framework for data storage and retrieval. Provided databases are relational (maintain a common field for connecting them), creating single corporate databases is not necessary. However, barriers that hinder database access within and among agencies and governmental departments may need to be lowered while still maintaining adequate data security. The LTDL has demonstrated how

this can work by accessing a variety of databases to populate useful information relating to land treatments.

For effectiveness of treatments to be easily useable for adaptive management, the agencies involved will need to agree on monitoring methods and a common data storage and retrieval system. Once data can be retrieved, similar treatment projects can be evaluated to determine how well they achieve objectives for sage-grouse habitat, such as the criteria outlined in documents like the Habitat Assessment Framework (Stiver et al. 2006). Results of monitoring activities on treatment effectiveness are most useful when shared across jurisdictional boundaries, and several mechanisms are currently in place to improve information sharing (e.g., the Great Basin Fire Science Delivery Project; www.gbfiresci.org).

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Appendix 1. Definitions of Terms Used in This Document

At-Risk Community Phase — A community phase that can be designated within the reference state and also in alternative states. This community phase is the most vulnerable to transition to an alternative state (Caudle et al. 2013).

Community Phase — A unique assemblage of plants and associated soil properties that can occur within a state (Caudle et al. 2013).

Ecological Site (ES) — An Ecological Site (ES) is a conceptual division of the landscape that is defined as a distinctive kind of land based on recurring soil, landform, geological, and climate characteristics that differs from other kinds of land in its ability to produce distinctive kinds and amounts of vegetation and in its ability to respond similarly to management actions and natural disturbances (Caudle et al. 2013).

Ecological Site Descriptions (ESD) — The documentation of the characteristics of an ecological site. The documentation includes the data used to define the distinctive properties and characteristics of the ecological site; the biotic and abiotic characteristics that differentiate the site (i.e., climate, topography, soil characteristics, plant communities); and the ecological dynamics of the site that describes how changes in disturbance processes and management can affect the site. An ESD also provides interpretations about the land uses and ecosystem services that a particular ecological site can support and management alternatives for achieving land management (Caudle et al. 2013).

Ecological Type — A category of land with a distinctive (i.e., mappable) combination of landscape elements. The elements making up an ecological type are climate, geology, geomorphology, soils, and potential natural vegetation. Ecological types differ from each other in their ability to produce vegetation and respond to management and natural disturbances (Caudle et al. 2013).

Historical Range of Variability — Range of variability in disturbances, stressors, and ecosystem attributes that allows for maintenance of ecosystem resilience and resistance and that can be used to provide management targets (modified from Jackson 2006).

Resilience — Ability of a species and/or its habitat to recover from stresses and disturbances. Resilient ecosystems regain their fundamental structure, processes, and functioning when altered by stresses like increased CO_2 , nitrogen deposition, and drought and to disturbances like land development and fire (Allen et al. 2005; Holling 1973).

Resistance — Capacity of an ecosystem to retain its fundamental structure, processes and functioning (or remain largely unchanged) despite stresses, disturbances, or invasive species (Folke et al. 2004).

Resistance to Invasion — Abiotic and biotic attributes and ecological processes of an ecosystem that limit the population growth of an invading species (D'Antonio and Thomsen 2004**)**.

Restoration Pathways — Restoration pathways describe the environmental conditions and practices that are required for a state to recover that has undergone a transition (Caudle et al. 2013).

State — A state is a suite of community phases and their inherent soil properties that interact with the abiotic and biotic environment to produce persistent functional and structural attributes associated with a characteristic range of variability (adapted from Briske et al. 2008).

State-and-Transition Model — A method to organize and communicate complex information about the relationships between vegetation, soil, animals, hydrology, disturbances (fire, lack of fire, grazing and browsing, drought, unusually wet periods, insects and disease), and management actions on an ecological site (Caudle et al. 2013).

Thresholds — Conditions sufficient to modify ecosystem structure and function beyond the limits of ecological resilience, resulting in the formation of alternative states (Briske et al. 2008).

Transition — Transitions describe the biotic or abiotic variables or events, acting independently or in combination, that contributes directly to loss of state resilience and result in shifts between states. Transitions are often triggered by disturbances, including natural events (climatic events or fire) and/or management actions (grazing, burning, fire suppression). They can occur quickly as in the case of catastrophic events like fire or flood, or over a long period of time as in the case of a gradual shift in climate patterns or repeated stresses like frequent fires (Caudle et al. 2013).

Appendix 2. An Explanation of the Use of Landscape Measures to Describe Sagebrush Habitat

Understanding landscape concepts of plant cover relative to typical management unit concepts of plant cover is important for prioritizing lands for management of sage-grouse. Ground cover measurements of sagebrush made at a management unit (for example, line-intercept measurements) should not be confused for landscape cover and may not relate well to landscape cover since the areas of examination differ vastly (square meters for management units and square kilometers for landscapes).

A landscape is defined rather arbitrarily as a large area in total spatial extent, somewhere in size between sites (acres or square miles) and regions (100,000s of square miles). The basic unit of a landscape is a patch, which is defined as a bounded area characterized by a similar set of conditions. A habitat patch, for example, may be the polygonal area on a map representing a single land cover type. Landscapes are composed of a mosaic of patches. The arrangement of these patches (the landscape configuration or pattern) has a large influence on the way a landscape functions and for landscape species, such as sage-grouse, sagebrush habitat patches are extremely important for predicting if this bird will be present within the area (Connelly et al. 2011).

Remotely sensed data of land cover is typically used to represent landscapes. These data may combine several sources of data and may include ancillary data, such as elevation, to improve the interpretation of data. These data are organized into pixels that contain a size or grain of land area. For example, LandSat Thematic Mapper spectral data used in determining vegetation cover generally have pixels that represent ground areas of 900 m^2 (30- x 30-m). Each pixel's spectral signature can be interpreted to determine what type of vegetation dominates that pixel. Groups of adjacent pixels with the same dominant vegetation are clustered together into polygons that form patches.

Landscape cover of sagebrush is determined initially by using this vegetation cover map, but a 'rolling window' of a predetermined size (e.g., 5 km^2 or 5,556 pixels that are 30- by 30-m in size) is moved across the region one pixel at a time. The central pixel of the 'window' is reassigned a value for the proportion of pixels where sagebrush is the dominant vegetation. The process is repeated until pixels within the region are completely reassigned to represent the landscape cover of sagebrush within for the region drawn from a 5 km^2 window.

Appendix 3. An Explanation of Soil Temperature and Moisture Regimes Used to Describe Sagebrush Ecosystems

Soil climate regimes (temperature and moisture) are used in Soil Taxonomy to classify soils; they are important to consider in land management decisions, in part, because of the significant influence on the amounts and kinds of vegetation that soils support. Soil temperature and moisture regimes are assigned to soil map unit components as part of the National Cooperative Soil Survey program. Soil survey spatial and tabular data for the Sage-grouse Management Zones (Stiver et al. 2006) were obtained for each State within the zones at the Geospatial Data Gateway (http://datagateway.nrcs.usda.gov/). Gridded Soil Survey Geographic (gSSURGO) file geodatabases were used to display a 10-meter raster dataset. Multiple soil components made up a soil map unit, and soil moisture and temperature regimes were linked to individual soil map components. Soil components with the same soil moisture and temperature class regime were aggregated, and the dominant soil moisture and temperature regime within each soil map unit was used to characterize the temperature and moisture regime. Only temperature and moisture regimes applicable to sagebrush ecosystems were displayed.

Abbreviated definitions of each soil temperature and moisture regime class are listed below. Complete descriptions can be found in *Keys to Soil Taxonsomy, 11th edition*, available at ftp://ftp-fc.sc.egov.usda.gov/NSSC/Soil_Taxonomy/keys/2010_Keys_to_Soil_Taxonomy.pdf.

Soil temperature regimes	
Cryic (Cold)	Soils that have a mean annual soil temperature of <8 °C, and do not have permafrost, at a depth of 50 cm below the surface or at a restrictive feature, whichever is shallower.
Frigid (Cool)	Soils that have a mean annual soil temperature of <8 °C and the difference between mean summer and mean winter soil temperatures is >6 °C at a depth of 50 cm below the surface or at a restrictive feature, whichever is shallower.
Mesic (Warm)	Soils that have a mean annual soil temperature of 8-15 °C and the difference between mean summer and mean winter soil temperatures is >6 °C at a depth of 50 cm below the surface or at a restrictive feature, whichever is shallower.
Soil moisture regimes	
Ustic (summer precipitation)	Generally there is some plant-available moisture during the growing season, although significant periods of drought may occur. Summer precipitation allows presence of warm season plant species.
Xeric (Moist; generally mapped at >12 inches mean annual precipitation)	Characteristic of arid regions. The soil is dry for at least half the growing season and moist for less than 90 consecutive days.
Aridic (Dry; generally mapped at <12 inches mean annual precipitation)	Characteristic of arid regions. The soil is dry for at least half the growing season and moist for less than 90 consecutive days.

Note: Soil moisture regimes are further divided into moisture subclasses, which are often used to indicate soils that are transitional to another moisture regime. For example, a soil with an Aridic moisture regime and a Xeric moisture subclass may be described as "Aridic bordering on Xeric." Understanding these gradients becomes increasingly important when making interpretations and decisions at the site scale where aspect, slope, and soils affect the actual moisture regime on that site. More information on taxonomic moisture subclasses is available at http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/ref/?cid=nrcs142p2_053576.

Appendix 4. Data Sources for the Maps in This Report

Dataset	Citation	Link
Geomac fire perimeters	Walters, S.P.; Schneider, N.J.; Guthrie, J.D. 2011. Geospatial Multi-Agency Coordination (GeoMAC) wildland fire perimeters, 2008. Data Series 612. Washington, DC: U.S. Department of the Interior, U.S. Geological Survey.6 p.	http://pubs.er.usgs.gov/publication/ds612
WFDSS fire perimeters	Butler, B. B.; Bailey, A. 2013. Disturbance history (Historical wildland fires). Updated 8/9/2013. Wildland Fire Decision Support System. Online: https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml [Accessed 5 March 2014].	https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml or https://wfdss.usgs.gov/wfdss/WFDSSData_Downloads.shtml
Piñon and juniper land cover	U.S. Geological Survery (USGS) National Gap Analysis Program. 2004. Provisional digital land cover map for the southwestern United States. Version 1.0. Logan, UT: Utah State University, College of Natural Resources, RS/GIS Laboratory.	http://earth.gis.usu.edu/swgap/landcover.html
Piñon and juniper land cover	U.S. Geological Survey (USGS). 2013: LANDFIRE 1.2.0 Existing Vegetation Type layer. Updated 3/13/2013. Washington, DC: U.S. Department of the Interior, Geological Survey. Online: http://landfire.cr.usgs.gov/viewer/. [Accessed 13 March 2014].	http://www.landfire.gov/NationalProductDescriptions21.php
Nevada invasive annual grass index	Peterson, E. B. 2006. A map of invasive annual grasses in Nevada derived from multitemporal Landsat 5 TM imagery. Carson City, NV: State of Nevada, Department of Conservation and Natural Resources, Nevada Natural Heritage Program.	http://heritage.nv.gov/node/167
Owhyee upland annual grass index	Peterson, E. B. 2007. A map of annual grasses in the Owyhee Uplands, Spring 2006, derived from multitemporal Landsat 5 TM imagery. Carson City, NV: State of Nevada, Department of Conservation and Natural Resources, Nevada Natural Heritage Program.	http://heritage.nv.gov/sites/default/files/library/anngrowy_text_print.pdf
Soil data (SSURGO)	Soil Survey Staff. 2014a. Soil Survey Geographic (SSURGO) Database. United States Department of Agriculture, Natural Resources Conservation Service. Online: http://sdmdataaccess.nrcs.usda.gov/. [Accessed 3 March 2014a].	http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/survey/?cid=nrcs142p2_053627
Soil data (STATSGO)	Soil Survey Staff. 2014b. U.S. General Soil Map (STATSGO2) Database. United States Department of Agriculture, Natural Resources Conservation Service. Online: http://sdmdataaccess.nrcs.usda.gov/. [Accessed 3 March 2014b].	

Soil temperature and moisture regime data	Campbell, S. B. 2014. Soil temperature and moisture regime data for the range of greater sage-grouse. Data product. Portland, OR: USDA Natural Resources Conservation Service. Online: https://www.sciencebase.gov/catalog/folder/537f8be5e4b021317a872f1b?community=LC+MAP+-+Landscape+Conservation+Management+and+Analysis+Portal [Accessed 17 June 2014].	https://www.sciencebase.gov/catalog/folder/537f8be5e4b021317a872f1b?community=LC+MAP+-+Landscape+Conservation+Management+and+Analysis+Portal
Sage-grouse management zones	Stiver, S. J.; Apa, A. D.; Bohne, J. R.; Bunnell, S. D.; Deibert, P. A.; Gardner, S. C.; Hilliard, M. A.; McCarthy, C. W.; Schroeder, M. A. 2006. Greater Sage-grouse Comprehensive Conservation Strategy. Unpublished report on file at: Western Association of Fish and Wildlife Agencies, Cheyenne, WY.	
Breeding bird densities	Doherty, K. E.; Tack, J. D.; Evans, J. S.; Naugle, D. E. 2010. Mapping breeding densities of greater sage-grouse: A tool for range-wide conservation planning. BLM completion report: Agreement # L10PG00911.	http://scholar.google.com/scholar?q=doherty+2010+breeding+bird&hl=en&as_sdt=0&as_vis=1&oi=scholart&sa=X&ei=JqQbU7HUAqfD2QW8xYFY&ved=0CCUQgQMwAA
Sagebrush land cover	U.S. Geological Survey (USGS). 2013: LANDFIRE 1.2.0 Existing Vegetation Type layer. Updated 3/13/2013. Washington, DC: U.S. Department of the Interior, Geological Survey. Online: http://landfire.cr.usgs.gov/viewer/. [Accessed 13 March 2014].	http://www.landfire.gov/NationalProductDescriptions21.php

Appendix 5. State-and-transition models (STMs) for five generalized ecological types for big sagebrush (from Chambers et al. *in press*; Miller et al. 2014 a, b)

These STMs represent groupings of ecological sites that are characterized by Wyoming or mountain big sagebrush, span a range of soil moisture/temperature regimes (warm/dry to cold/moist), and characterize a large portion of Management Zones III (Southern Great Basin), IV (Snake River Plains), V (Northern Great Basin), and VI (Columbia Basin). Large boxes illustrate states that are comprised of community phases (smaller boxes). Transitions among states are shown with arrows starting with T; restoration pathways are shown with arrows starting with R. The "at risk" community phase is most vulnerable to transition to an alternative state. Precipitation Zone is designated as PZ.

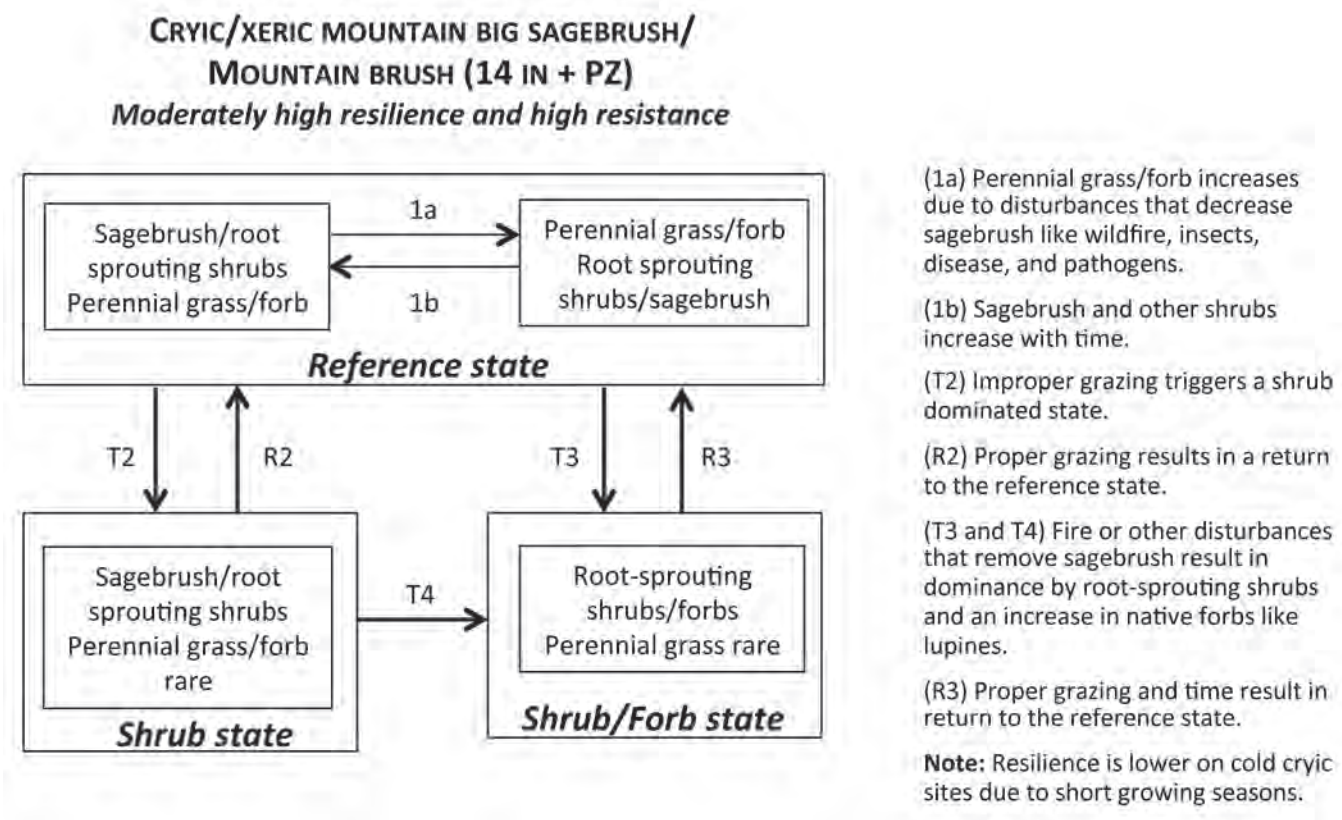
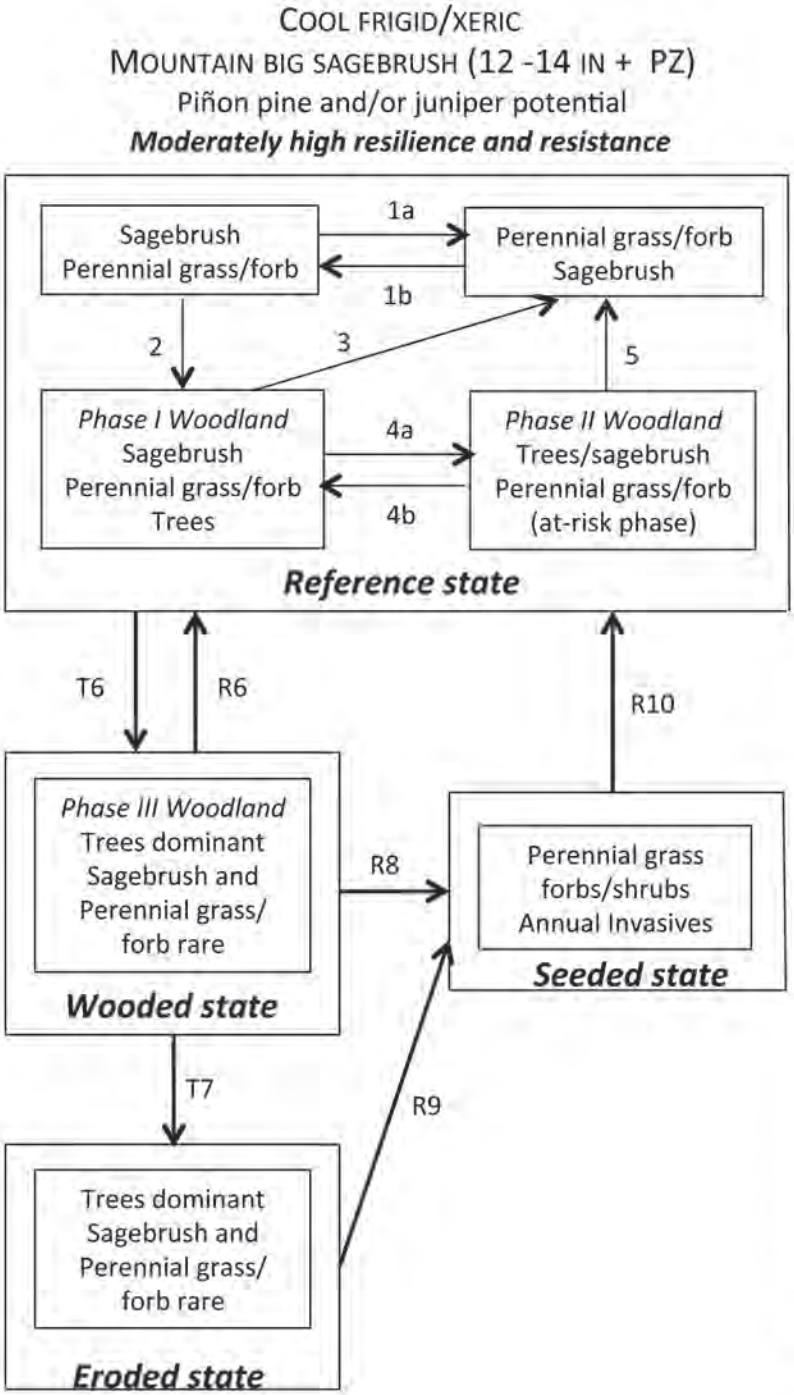


Figure A.5A. STM for a cryic/xeric mountain big sagebrush/mountain brush ecological type characterized by moderately high resilience and high resistance.



(1a) Disturbances such as wildfire, insects, disease, and pathogens result in less sagebrush and more perennial grass/forb.

(1b) Sagebrush increases with time .

(2) Time combined with seed sources for piñon and/or juniper trigger a Phase I Woodland.

(3 and 5) Fire and or fire surrogates (herbicides and/or mechanical treatments) that remove trees may restore perennial grass/forb and sagebrush dominance.

(4a) Increasing tree abundance results in a Phase II woodland with depleted perennial grass/forb and shrubs and an at-risk phase.

(4b) Fire surrogates (herbicides and/or mechanical treatments) that remove trees may restore perennial grass/forb and sagebrush dominance.

(T6) Infilling of trees and/or improper grazing can result in a biotic threshold crossing to a wooded state with increased risk of high severity crown fires .

(R6) Fire, herbicides and/or mechanical treatments that remove trees may restore perennial grass/forb and sagebrush dominance.

(T7) An irreversible abiotic threshold crossing to an eroded state can occur depending on soils, slope, and understory species.

(R8 and R9) Seeding after fire may be required on sites with depleted perennial grass/forb, but seeding with aggressive introduced species can decrease native perennial grass/forb. Annual invasives are typically rare. Seeded eroded states may have lower productivity.

(R10) Depending on seed mix and grazing, return to the reference state may be possible if an irreversible threshold has not been crossed.

Figure A.5B. STM for a cool frigid/xeric mountain big sagebrush ecological type that has piñon pine and/or juniper potential and is characterized by moderately high resilience and resistance.

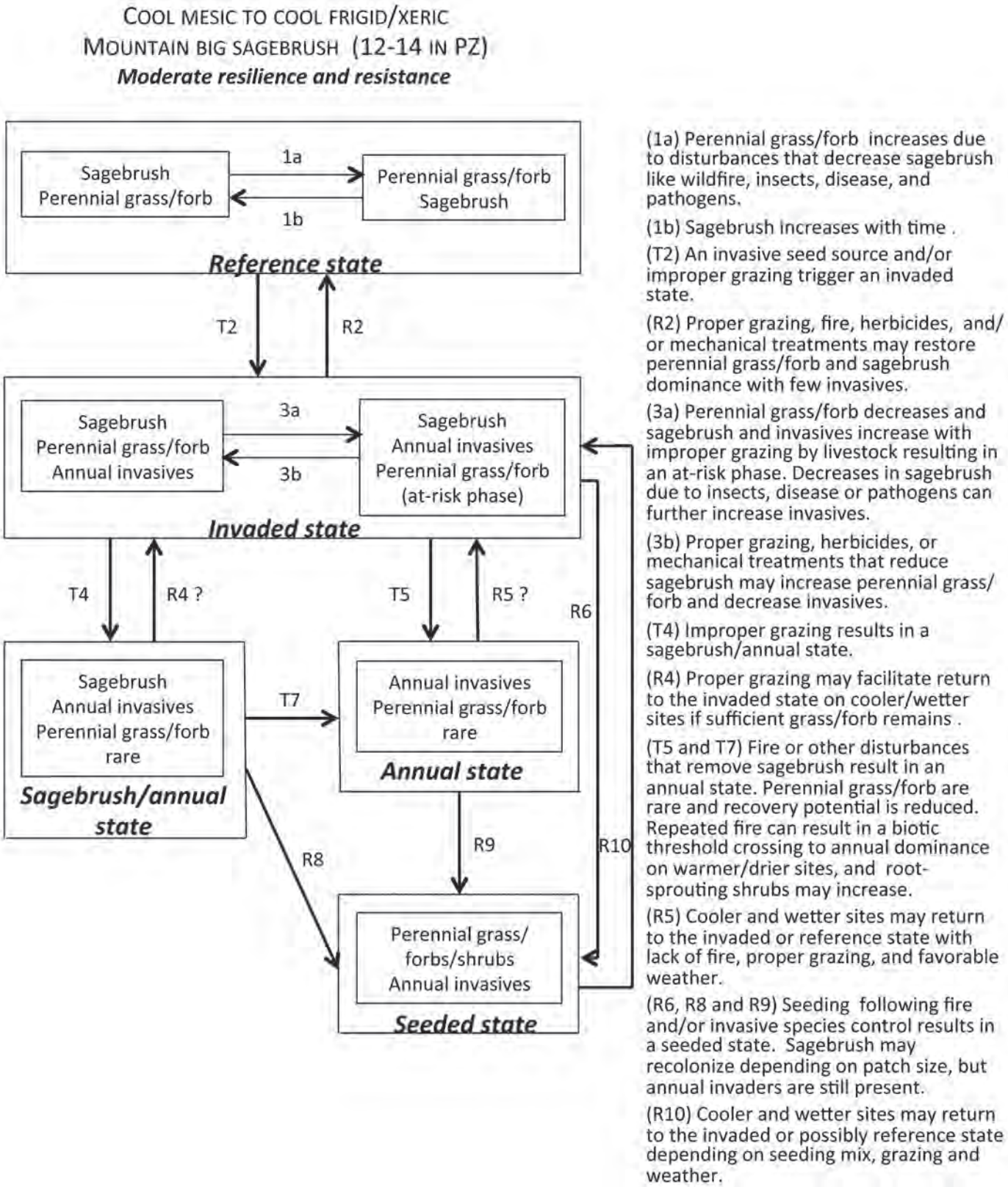


Figure A.5C. STM for a cool mesic to cool frigid/xeric mountain big sagebrush ecological type that is characterized by moderate resilience and resistance.

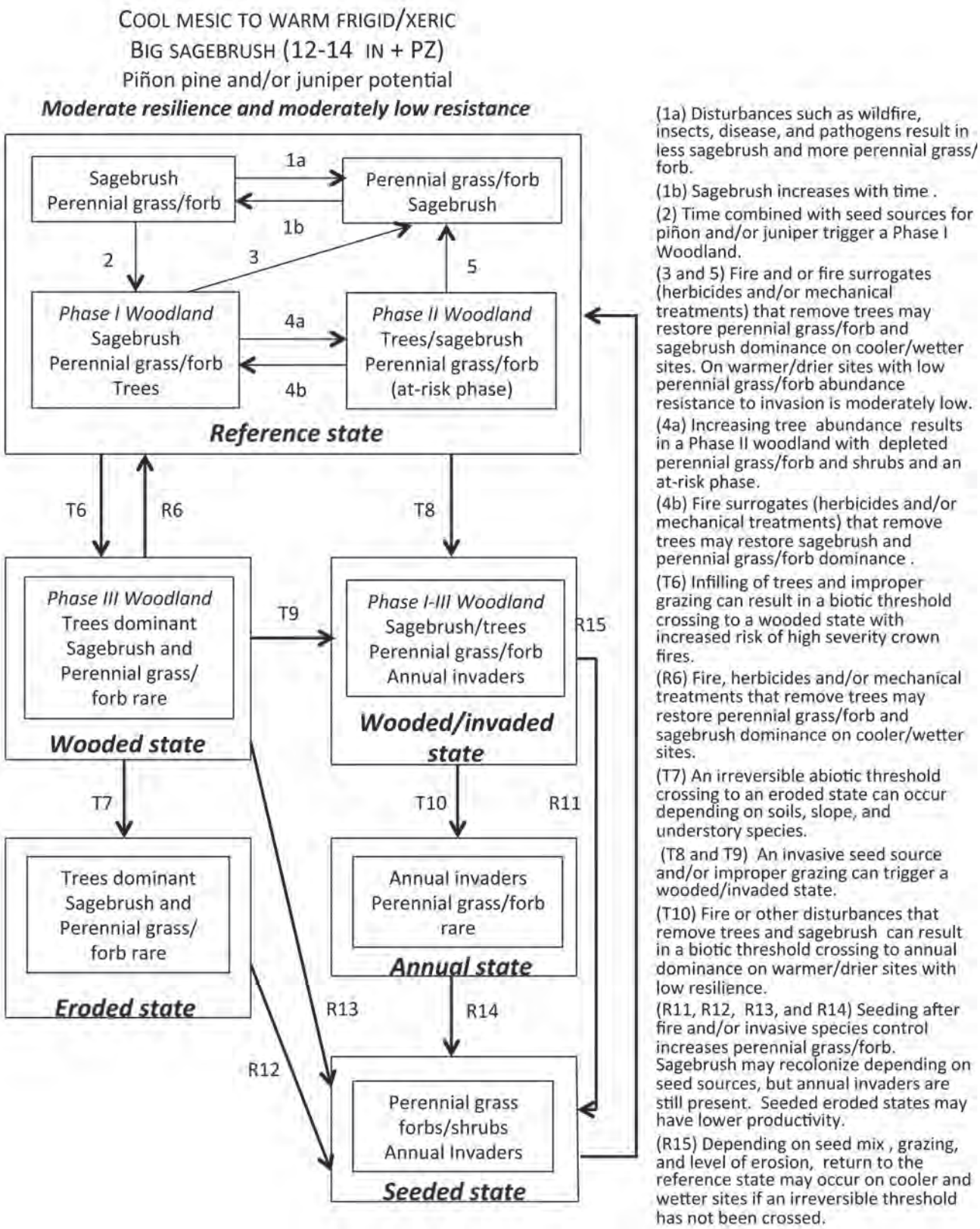
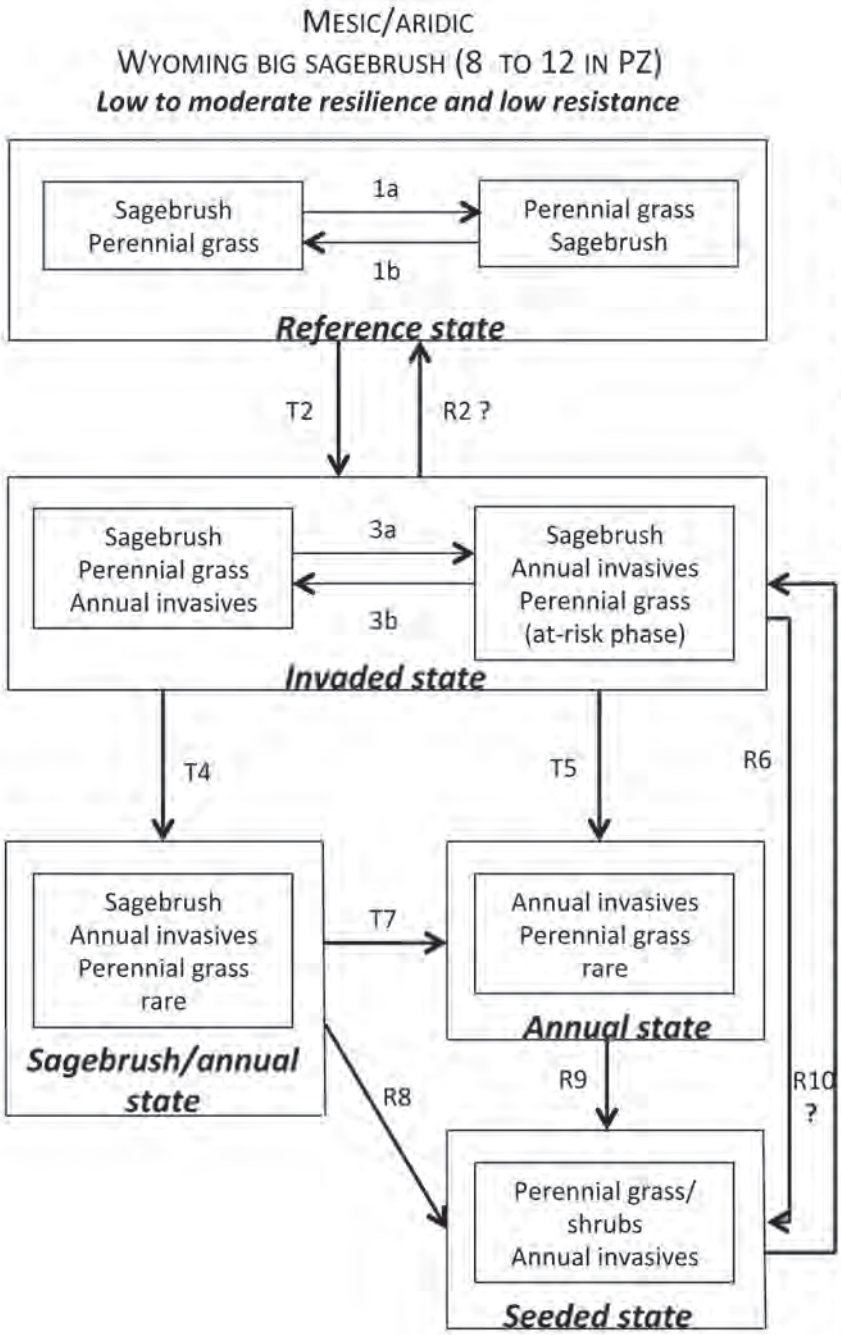


Figure A.5D. STM for a cool mesic to warm frigid/xeric mountain big sagebrush ecological type type that has piñon pine and/or juniper potential and is characterized by moderate resilience and moderately low resistance.



(1a) Perennial grass increases due to disturbances that decrease sagebrush like wildfire, insects, disease, and pathogens.
(1b) Sagebrush increases with time .
(T2) An invasive seed source and/or improper grazing trigger an invaded state.
(R2) Proper grazing, fire, herbicides and/or mechanical treatments are unlikely to result in return to the reference state on all but the coolest and wettest sites.
(3a) Perennial grass decreases and both sagebrush and invasives increase with improper grazing resulting in an at-risk phase. Decreases in sagebrush due to insects, disease or pathogens can further increase invasives.
(3b) Proper grazing and herbicides or mechanical treatments that reduce sagebrush may restore perennial grass and decrease invaders on wetter sites (10-12"). Outcomes are less certain on drier sites (8-10") and/or low abundance of perennial grass.
(T4) Improper grazing triggers a largely irreversible threshold to a sagebrush/annual state.
(T 5 and T7) Fire or other disturbances that remove sagebrush result in an annual state. Perennial grass is rare and recovery potential is low due to low precipitation, mesic soil temperatures, and competition from annual invasives. Repeated fire can cause further degradation.
(R6, R8 and R9) Seeding following fire and/or invasive species control results in a seeded state. Sagebrush may recolonize depending on patch size, but annual invasives are still present.
(R10) Seeding effectiveness and return to the invaded state are related to site conditions, seeding mix, and post-treatment weather.

Figure A.5E. STM for a mesic/aridic Wyoming big sagebrush ecological type with low to moderate resilience and low resistance.

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Appendix D

Wildfire and Invasive Species Assessments

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240-0036
http://www.blm.gov

August 28, 2014

In Reply Refer To:
6711 (AD-200, FA-100) I

EMS TRANSMISSION 09/03/2014
Instruction Memorandum No. 2014-134
Expires:Â 09/30/2015

To: State Directors: CA, ID, NV, OR, UT

From: Assistant Director, Resources and Planning

Subject: Completion of Wildfire and Invasive Species Assessments in Greater Sage-Grouse Habitat DD: 9/8/2014 & 1/30/2015

Program Areas: Wildlife, Special Status Species, Range, Forestry, Emergency Stabilization and Rehabilitation, Riparian, Plant Conservation, Fire Operations, Fire Planning, and Fuels Management

Purpose: This Instruction Memorandum (IM) provides guidance for Bureau of Land Management (BLM) offices to cooperate with interagency partners to complete "Step 2" of the Wildfire and Invasive Species assessments (hereafter called FIAT assessments) for six priority landscapes in Greater sage-grouse (hereinafter "sage-grouse") habitats. These assessments will help to quantify future planned actions by the BLM to inform the US Fish and Wildlife Service's sage-grouse listing decision in 2015. The FIAT assessments are also consistent with the direction provided in the *Identification of Multi-year Funding Priorities and Consideration for Healthy Lands Focal Areas IM (WO IM-2014-124) and the Sage-Grouse Habitat and Wildland Fire Management IM (WO IM-2014-114)*.

Policy/Action: The FIAT assessments will be used to develop collaborative implementation plans that address threats to sage-grouse resulting from invasive annual grasses, wildfires, and conifer expansion in Priority Areas for Conservation (PACs). The completion of this first round of the PAC assessments within the Great Basin will inform the next phase of assessments as the BLM continues to expand into other sage-grouse habitat into 2015, including the Rocky Mountain

States as appropriate.

The State offices listed in Attachment 1 will complete "Step 2" of the FIAT assessments for six priority landscapes in cooperation with interagency partners following the schedule as defined in the Action Plan and a description of the collaboration process and team structure. Attachment 2 illustrates the names and locations of the PACs. The June 2014 FIAT Assessment (Attachment 3) completed "Step 1" of the FIAT assessment process and provides guidance for completing "Step 2".

The FIAT assessments are non-decisional in nature, and involve two steps:

> **Step 1:** This step has been completed and is documented in the June 2014 FIAT Assessment protocol (Attachment 3). Step 1 identified focal habitats where management strategies will be prioritized (within or near these important habitats), patterns of resistance to invasive annual grasses and resilience after disturbance, landscape sagebrush cover, and conifer expansion within the six PACs. In addition to presenting the regional context, outcomes of Step 1 included geospatial data which define focal habitats, high density sage-grouse populations, and their intersection with threat factors. This data will be provided to state offices and appropriate field offices to use in their assessments.
>
> **Step 2:** State and local offices will utilize Step 1 information and local data to conduct the FIAT assessments for the six PACs. As described in Attachment 3, offices will utilize Step 1 geospatial data supplemented with appropriate local data to best describe local conditions, treatment needs, and management priorities in or around focal habitats in the six PACs. Outcomes from Step 2 will include spatially identified conservation activities for the program areas of Fuels Management, Habitat Recovery/Restoration, Fire Operations, and Post-Fire Rehabilitation.

The PACs which have been identified for initial assessments include multiple land ownerships, jurisdictions, and in most cases, multiple states requiring a collaborative approach in carrying out the assessments. Partners who will contribute to FIAT assessments include, but are not limited to, National Forests, State wildlife agencies, the Natural Resources Conservation Service, the US Fish and Wildlife Service, tribes, and other local partners.

State Directors need to identify a State lead and the names of the core members of their team to Doug Havlina (dhavlina@blm.gov), the national lead for this effort, by September 8, 2014. The core team members are expected to participate in a

training workshop in Reno, NV September 16-18. The purpose of the workshop is to familiarize team members with the FIAT process, describe the data requirements, and provide the teams with a consistent approach to complete FIAT assessments.

Timeframe: This IM is effective immediately. The FIAT assessments for the six initial PACs will be completed by January 30, 2015.

Budget Impact: Moderate; one-time costs will be incurred as field offices complete FIAT assessments with adjoining agencies.

Background: The FIAT assessment process was approved by BLM leadership at the 2013 sage-grouse Federal Family meetings in Denver, Colorado and Portland, Oregon. In addition, BLM's Sage-Grouse National Policy Team approved the process in June 2014.

Wildfires, invasive annual grasses, and conifer encroachment are identified as primary threats. These threats contribute to fragmentation of habitats, large scale conversion to unsuitable plant communities, and ultimately declining sage-grouse populations. The BLM is moving towards completion of Resource Management Plan (RMP) amendments and revisions by winter 2015 to address these and other threats. While RMPs describe goals, objectives, and management actions to conserve sage-grouse, they generally lack specificity related to project prioritization, extent and location. This information is important to the 2015 USFWS listing decision. As such, FIAT assessments fulfill a key role by providing quantified descriptions of future conservation actions to inform the sage-grouse listing decision.

This assessment relies in large part on concepts of resistance to invasive annual grasses and resilience following disturbance across sage steppe environmental gradients along with sage-grouse habitat landscape cover requirements (available as a U.S. Forest Service General Technical Report at: http://www.fs.fed.us/rm/pubs/rmrs_gtr326.html

Manual/Handbook Sections Affected: None.

Coordination: This IM has been coordinated between Resources and Planning (WO200), Fire and Aviation (FA100), Fire Operations (FA300), and Fire Planning and Fuels Management (FA600).

Contacts: Questions may be directed to Douglas Havlina (dhavlina@blm.gov) Natural Resource Specialist - Fire Ecology, 208-387-5061.

Signed by:
Edwin L. Roberson
Assistant Director
Resources and Planning

Authenticated by:
Robert M. Williams
Division of IRM Governance,WO-860

3 Attachments:

1-Priority PACs for Initial Assessments/Fire and Invasives Assessment Action Plan (2 pp)
2-Map of PACs for FIAT Assessments in Management Zones III, IV, & V (1 p)
3-Greater Sage-Grouse Wildfire, Invasive Annual Grasses & Conifer Expansion Assessment - June 2014 (43 pp)

Priority PACs for Initial Assessments / Fire and Invasives Assessment Action Plan

Priority PAC	**BLM State Office Responsible for FIAT Completion**	**BLM District Offices which intersect priority PAC**
Central Oregon	Oregon	Burns, OR Lakeview, OR Prineville, OR
Northern Great Basin (Includes Box Elder in Utah and Management Zone IV portion of the Northern Great Basin/Western Great Basin PAC in Southeast Oregon)	Idaho (in coordination w/ UT)	Boise, ID Burns, OR Elko, NV Idaho Falls, ID Twin Falls, ID Vale, OR West Desert, UT Winnemucca, NV
Southern Great Basin (Includes Hamlin Valley in Utah)	Nevada (in coordination w/ UT)	Battle Mountain, NV Carson City, NV Color Country, UT Elko, NV Ely, NV
Snake, Salmon, and Beaverhead	Idaho	Boise, ID Idaho Falls, ID Twin Falls, ID
Western Great Basin and Warm Springs Valley NV/Western Great Basin (Includes Management Zone V portion of the Northern Great Basin/Western Great Basin PAC in Southeast Oregon)	California	Burns, OR Carson City, NV Lakeview, OR North California, CA Vale, OR Winnemucca, NV

Fire and Invasives Assessment Action Plan

State Directors assign team members and coordinator for priority landscapes.	September 3, 2014
Initial FIAT Process Coordination Call for State leads– Process Overview; Data Coordination; Report Template of What, Where, Why (Who, When, & How and Implementation); examples of expected deliverables; Training session logistics and details.	September 8, 2014
Training Session for All *Core Team members – Nevada State Office	September 16-18, 2014
Coordination Calls with Team Leaders	Every Two Weeks Starting October 1
Initial Draft Assessment Coordination Webinar	January 5, 2015
Final Draft for Great Basin Regional Management Team Review with State Directors	January 23, 2015
Final Assessments Approved by State Directors	January 30, 2015

Process for Collaboration
Priority landscapes involve multiple ownerships, jurisdictions, and in most cases, multiple states. Consequently, the affected Bureau of Land Management (BLM) State Offices will work cooperatively to complete assessments. Partners which may contribute to FIAT assessments include National Forests managed by the U.S. Forest Service within priority landscapes, the Natural Resources Conservation Service, the USFWS, tribes, State wildlife agencies, and other local partners. A specific BLM State Office has been assigned as the lead for each of the six FIAT assessments (see above).

It is imperative that the assessment teams coordinate with the teams assessing adjacent priority landscapes and appropriate FIAT Development Team members. The Western Great Basin and Warm Springs Valley NV/Western Great Basin priority landscapes will be combined into one assessment for priority consistency across the areas and process efficiency. Similarly, the Northern Great Basin assessment will include the Box Elder PAC in Utah and the Management Zone IV portion of the Northern Great Basin/Western Great Basin PAC in Southeast Oregon. The Southern Great Basin PAC assessment will include the Hamlin Valley in Utah and the Management Zone V portion of the Northern Great Basin/Western Great Basin PAC in Southeast Oregon.

A FIAT training workshop will take place at Nevada State Office in Reno Nevada on September 16-18, 2014. The outcome of the training will be to familiarize designated team members with the FIAT process, understand the data requirements and provide the teams with a consistent approach to complete the FIAT assessment.

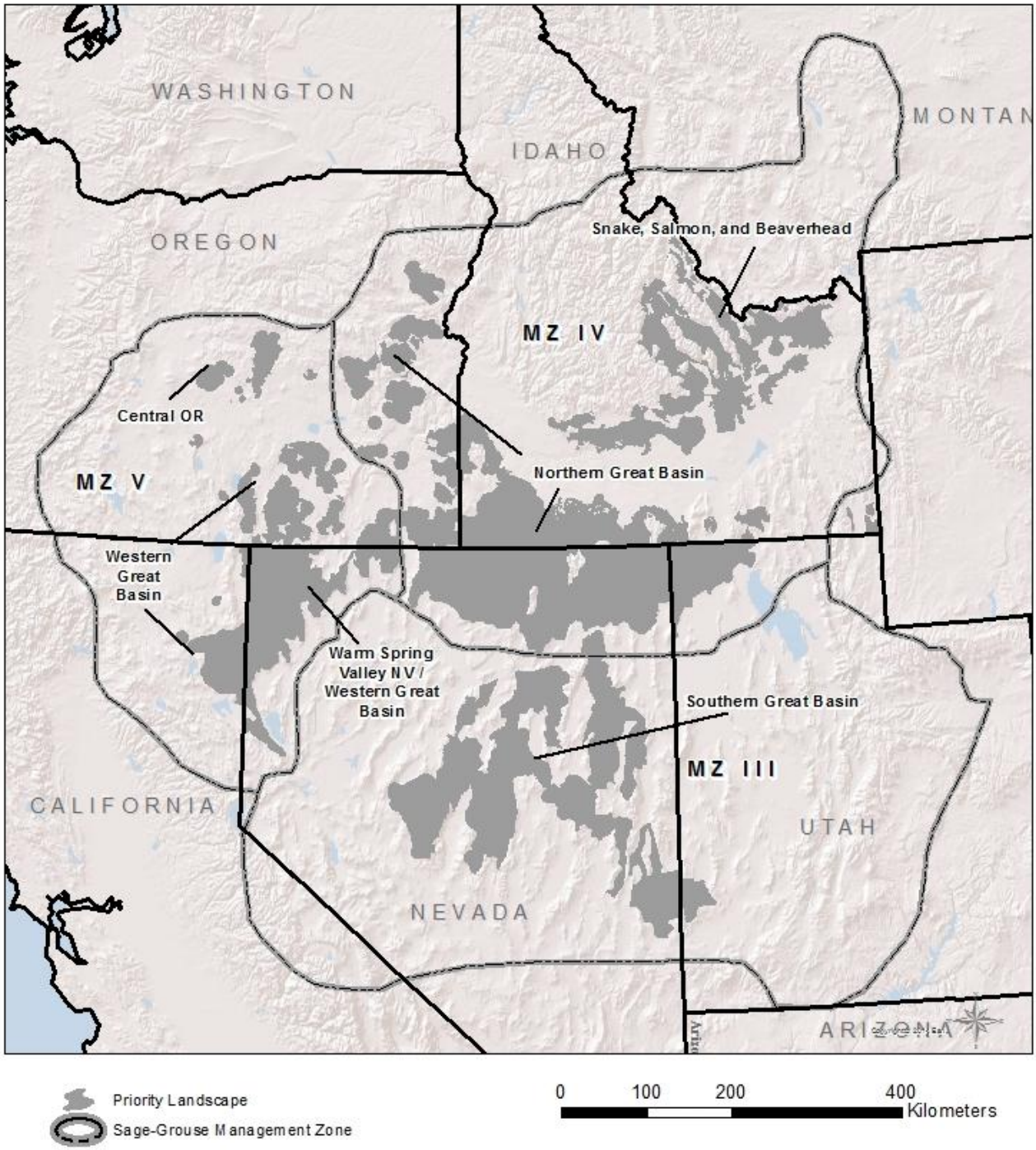
The employees required to attend the training will include the Sage Grouse Management Zone Project Team Lead, the project zone GIS Specialist, and two other team members designated by the Project Team Lead. The structure of this team may vary slightly given the requirements of each State. Select members of the FIAT Development Team will be involved in training, technical assistance, and review as assessments are conducted. State points-of-contact will coordinate attendance with Doug Havlina, meeting coordinator, at (208) 387-5061.

Core Team Structure
The State will determine the membership of their team(s). The suggested teams should include the following positions:

1. Team Lead *
2. GIS Specialist *
3. Fire Planner
4. Fuels Specialist
5. Vegetation (Restoration) Specialist
6. Wildlife Biologist
7. Ecologist
8. Forester/Woodland Management Specialist
9. Writer- Editor
10. FWS Liaison
11. FS Liaison (Management Zones III & IV)
12. State Agencies
13. NRCS Liaison

*Core team members

Map of PACs for FIAT Assessments in Management Zones III, IV, & V



Greater Sage-Grouse Wildfire, Invasive Annual Grasses & Conifer Expansion Assessment

June 2014

Introduction and Background

The purpose of this assessment is to identify priority habitat areas and management strategies to reduce the threats to Greater Sage-Grouse resulting from impacts of invasive annual grasses, wildfires, and conifer expansion. The Conservation Objectives Team (COT) report (USFWS 2013) and other scientific publications identify wildfire and conversion of sagebrush habitat to invasive annual grass dominated vegetative communities as two of the primary threats to the sustainability of Greater Sage-Grouse (*Centrocercus urophasianus*, hereafter sage-grouse) in the western portion of the species range. For the purposes of this assessment protocol, invasive species are limited to, and hereafter referred to, as **invasive annual grasses** (e.g., primarily cheatgrass [*Bromus tectorum*]). Conifer expansion (also called encroachment) is also addressed in this assessment.

The United States Fish and Wildlife Service (USFWS) will consider the amelioration of impacts, location and extent of treatments, degree of fire risk reduction, locations for suppression priorities, and other proactive measures to conserve sage-grouse in their 2015 listing decision. This determination will be made based in part upon information contained in the United States (US) Department of the Interior, Bureau of Land Management (BLM) resource management plan (RMP) amendments and Forest Service land resource management plan (LRMP) amendments, including this assessment.

This assessment is based in part on National Resources Conservation Service (NRCS) soil surveys that include geospatial information on soil temperature and moisture regimes associated with resistance and resiliency properties (see following section on *Soil Temperature and Moisture Regimes)*. While this assessment is applicable across the range of sage-grouse, the analysis is limited to Western Association of Fish and Wildlife Management Agencies' (WAFWA) Management Zones III, IV, and V (roughly the Great Basin region) because of the significant issues associated with invasive annual grasses and the high level of wildfires in this region. The utility of this assessment process is dependent on incorporating improved information and geospatial data as it becomes available. Although the resistance and resilience concepts have broad applications (e.g., infrastructure development), this assessment is limited to developing strategies to reduce threats to sage-grouse habitat (e.g., invasive annual grasses and wildfires).

Draft Greater Sage-Grouse Environmental Impact Statements (EISs) contain a suggested framework in the appendices ("Draft Greater Sage-Grouse Wildland Fire and Invasive Species Assessment") that provided a consistent approach to conduct these assessments. The current protocol was developed by the Fire and Invasive Species Team (FIAT), a team of wildland fire specialists and other resource specialists and managers, to specifically incorporate resistance to invasive annual grasses and resilience after disturbance principles into the assessment protocol. In October 2013, the BLM, Forest Service, and USFWS agreed to incorporate this approach into the final EISs.

The cornerstone of the FIAT protocol is recent scientific research on resistance and resilience of Great Basin ecosystems (Chambers et al. *In press*) and the USFWS-sponsored project with the Western Association of Fish and Wildlife Agencies (WAFWA) to assemble an interdisciplinary team to provide additional information on wildland fire and invasive plants and to develop strategies for addressing

these issues. This interagency collaboration between rangeland scientists, fire specialists, and sage-grouse biologists resulted in the development of a strategic, multi-scale approach for employing ecosystem resilience and resistance concepts to manage threats to sage-grouse habitats from wildfire and invasive annual grasses (Chambers et al. *In prep.*). This paper is being published as a Forest Service Rocky Mountain Research Station General Technical Report and is available at www._____. It serves as the reference and basis for the protocol described in this assessment.

The assessment process sets the stage for:

- Identifying important sage-grouse occupied habitats and baseline data layers important in defining and prioritizing sage-grouse habitats
- Assessing the resistance to invasive annual grasses and resilience after disturbance and prioritizing focal habitats for conservation and restoration
- Identifying geospatially explicit management strategies to conserve sage-grouse habitats

Management strategies are types of actions or treatments that managers typically implement to resolve resource issues. They can be divided into proactive approaches (e.g., fuels management and habitat recovery/restoration) and reactive approaches (e.g., fire operations and post-fire rehabilitation). Proactive management strategies can favorably modify wildfire behavior and restore or improve desirable habitat with greater resistance to invasive annual grasses and/or resilience after disturbances such as wildfires. Reactive management strategies are employed to reduce the loss of sage-grouse habitat from wildfires or stabilize soils and reduce impacts of invasive annual grasses in sage-grouse habitat after wildfires. Proactive management strategies will result in long-term sage-grouse habitat improvement and stability, while reactive management strategies are essential to reducing current impacts of wildfires on sage-grouse habitat, thus maintaining long-term habitat stability. Management strategies include:

Proactive Strategies-

1. **Fuels Management** includes projects that are designed to change vegetation composition and/or structure to modify fire behavior characteristics for the purpose of aiding in fire suppression and reducing fire extent.

2. **Habitat Restoration/Recovery**
    a. Recovery, referred to as passive restoration (Pyke 2011), is focused on changes in land use (e.g., improved livestock grazing practices) to achieve a desired outcome where the plant community has not crossed a biotic or physical threshold.
    b. Restoration is equivalent to active restoration (Pyke 2011) and is needed when desired species or structural groups are poorly represented in the community and reseeding, often preceded by removal of undesirable species, is required. Note: The Fuels Management program supports recovery/restoration projects through its objective to restore and maintain resilient landscapes.

Reactive Strategies-

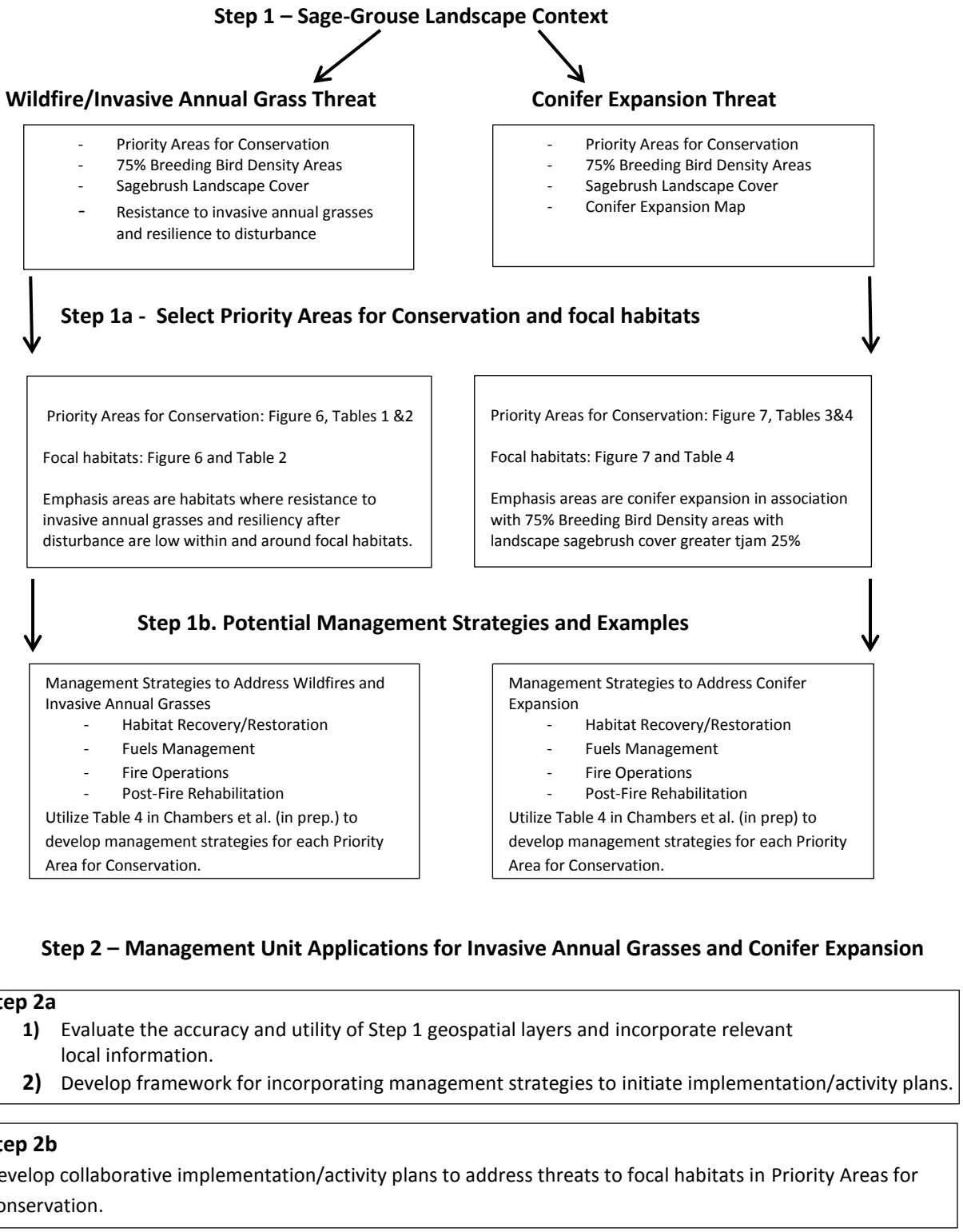
3. **Fire Operations** includes preparedness, prevention, and suppression activities. When discussing specific components of fire operations, the terms fire preparedness, fire prevention and fire suppression are used.

4. **Post-Fire Rehabilitation** includes the BLM's Emergency Stabilization and Rehabilitation (ES&R) Program and the Forest Service's Burned Area Emergency Response (BAER) Program. Policy limits application of funds from 1 to 3 years, thus treatments to restore or enhance habitat after this period of time are considered habitat recovery/restoration.

The assessment process included two steps with sub-elements. First, important Priority Areas for Conservation (PACs) and focal habitats are identified (**Step 1a**). Second, potential management **strategies** (described above) are identified to conserve or restore focal habitats threatened by wildfires, invasive annual grasses, and conifer expansion (primarily pinyon pine and/or juniper species; **Step 1b**). Focal habitats are the portions of a PAC with important habitat characteristics, bird populations, and threats (e.g., wildfires, invasive annual grasses, and conifer expansion) where this assessment will be applied. Areas adjacent to or near the focal habitats can be considered for management treatments such as fire control and fuels management if these locations can reduce wildfire impacts to focal habitats. Soil temperature and moisture regimes are used to characterize capacity for resistance to invasive annual grasses and resilience after disturbance (primarily wildfires) within focal habitats to assist in identifying appropriate management strategies, especially in areas with good habitat characteristics that have low recovery potential following disturbance. Soil moisture and temperature regime relationships have not been quantified to the same degree as for conifer expansion; however, Chambers et al. (*In prep.*) discuss preliminary correlations between these two variables.

The results of Steps 1a and 1b, along with associated geospatial data files, are available to local management units to complete Step 2 of the assessment process. Step 2 is conducted by local management units to address wildfire, invasive annual grasses, and conifer expansion in or near focal habitat areas. First, local information and geospatial data are collected and evaluated to apply and improve on Step 1 focal habitat area geospatial data (**Step 2a**). Second, focal habitat activity and implementation plans are developed and include prioritized management **tactics and treatments** to implement effective, fuels management, habitat recovery/restoration, fire operations, and post-fire rehabilitation strategies (**Step 2b**). This assessment will work best if Step 2b is done across management units (internal and externally across BLM and Forest Service administrative units and with other entities). **Figure 1**, Assessment Flow Chart, contains an illustration of the steps in the assessment process.

This analysis does not necessarily address the full suite of actions needed to maintain the current distribution and connectivity of sage-grouse habitats across the Great Basin because resources available to the federal agencies are limited at this time. Future efforts designed to maintain and connect habitats across the range will be needed as current focal areas are addressed and additional resources become available.



Step 2 – Management Unit Applications for Invasive Annual Grasses and Conifer Expansion

Step 2a

1) Evaluate the accuracy and utility of Step 1 geospatial layers and incorporate relevant local information.
2) Develop framework for incorporating management strategies to initiate implementation/activity plans.

Step 2b

Develop collaborative implementation/activity plans to address threats to focal habitats in Priority Areas for Conservation.

Figure 1, Assessment Flow Chart

Step 1

The first component of the Wildfire and Invasive Annual Grasses Assessment describes the factors that collectively provide the sage-grouse landscape context. Step 1a provides this context by discussing PACs, breeding bird density (BBD), soil temperature and moisture regimes (indicators of resistance to annual grasses and resilience after disturbance), landscape sagebrush cover, and conifer expansion. See Chambers et al. (2014 in prep.) for a detailed description of Invasive Annual Grass and Wildfire threats to sage-grouse habitat. Priority PACs and focal habitats are derived from the information provided in this sage-grouse landscape context section.

Step 1a- Sage-grouse landscape context

This component of the assessment identifies important PACs and associated focal habitats where wildfire, invasive annual grasses, and conifer expansion pose the most significant threats to sage-grouse.

The primary focus of this assessment is on sage-grouse populations across the WAFWA Management Zones III, IV, and V (**Figure 2**, Current PACs for WAFWA Management Zones III, IV, and V). Sage-grouse are considered a landscape species that require very large areas to meet their annual life history needs. Sage-grouse are highly clumped in their distribution (Doherty et al. 2010), and the amount of landscape cover in sagebrush is an important predictor of sage-grouse persistence in these population centers (Knick et al. 2013). States have used this information combined with local knowledge to identify PACs to help guide long-term conservation efforts. FIAT used data sets that were available across the three management zones as an initial step for prioritizing selected PACs and identifying focal habitats for fire and invasive annual grasses and conifer expansion assessments. These data sets (also described in Chambers et al. *In prep.*) include:

Priority Areas for Conservation (PACs)

PACs have been identified by states as key areas that are necessary to maintain redundant, representative, and resilient sage-grouse populations (USFWS 2013; see Figure 2). A primary objective is to minimize threats within PACs (e.g., wildfire and invasive annual grasses impacts) to ensure the long-term viability of sage-grouse and its habitats. A secondary priority is to conserve sage-grouse habitats outside of PACs since they may also be important for habitat connectivity between PACs (genetic and habitat linkages), habitat restoration and population expansion opportunities, and flexibility for managing habitat changes that may result from climate change. PACs have also been identified by the USFWS as one of the reporting geographic areas that will be considered during listing determinations for sage-grouse.

The combination of PACs with BBD data (described below) assists us in identifying connectivity between populations. PAC boundaries may be modified in the future requiring adjustments in focal habitat areas and management strategy priorities.

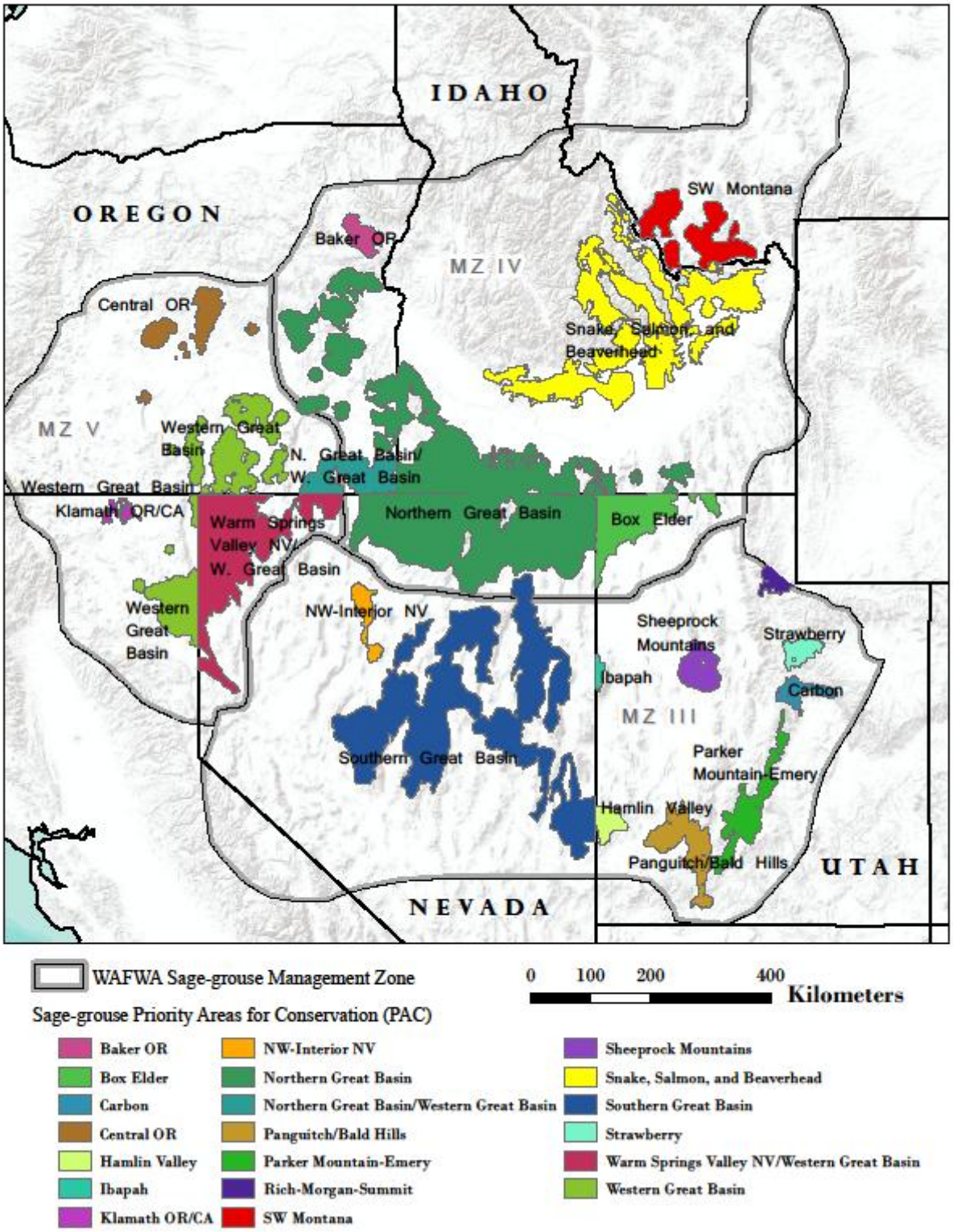


Figure 2, Current PACs for WAFWA Management Zones III, IV, and V. Bi-State sage-grouse populations were not included for this analysis and are being addressed in separate planning efforts.

Breeding Bird Density

Doherty et al. (2010) provided a useful framework for identifying population concentration centers in their range-wide BBD mapping. FIAT used maximum counts of males on leks (4,885 males) to delineate breeding bird density areas that contain 25, 50, 75, and 100 percent of the known breeding population. Leks were then mapped according to abundance values and buffered by 4 to 5.2 miles (6.4 to 8.5 kilometers) to delineate nesting areas. Findings showed that while sage-grouse occupy extremely large landscapes, their breeding distribution is highly aggregated in comparably smaller identifiable population centers; 25 percent of the known population occurs within 3.9 percent (7.2 million acres [2.92 million hectares]) of the species range, and 75 percent of birds are within 27 percent of the species range (50.5 million acres [20.4 million hectares]; Doherty et al. 2010). See **Figures 3**, Sage-Grouse Breeding Bird Density Thresholds.

This analysis places emphasis on breeding habitats because little broad/mid-scale data exists for associated brood-rearing (summer) and winter habitat use areas. Finer scale seasonal habitat use data should be incorporated (or, if not available studies, should be conducted) at local levels to ensure management actions encompass all seasonal habitat requirements. Federal administrative units should consult with state wildlife agencies for additional seasonal habitat information.

For this assessment, FIAT chose to use the 75 percent BBD as an indicator of high bird density areas that informed the approach used by state wildlife agencies to initially identify PACs. Range-wide BBD areas provide a means to further prioritize actions within relatively large PACs to maintain bird distribution and abundance. FIAT used state level BBD data from Doherty et al. (2010) instead of range-wide model results to ensure important breeding areas in Management Zones III, IV, and V were not underweighted due to relatively higher bird densities in the eastern portion of the range. BBD areas of 75 to 100 percent are included in Appendix 1 to provide context for local management units when making decisions concerning connectivity between populations and PACs.

Note that breeding density areas were identified using best available information in 2009, so this range-wide data does not reflect the most current lek count information and changes in conditions since the original analysis. Subsequent analysis should use the most current information available. Also, BBD areas should not be viewed as rigid boundaries but rather as a means to regionally prioritize landscapes where step down assessments and actions should be implemented quickly to conserve the most birds.

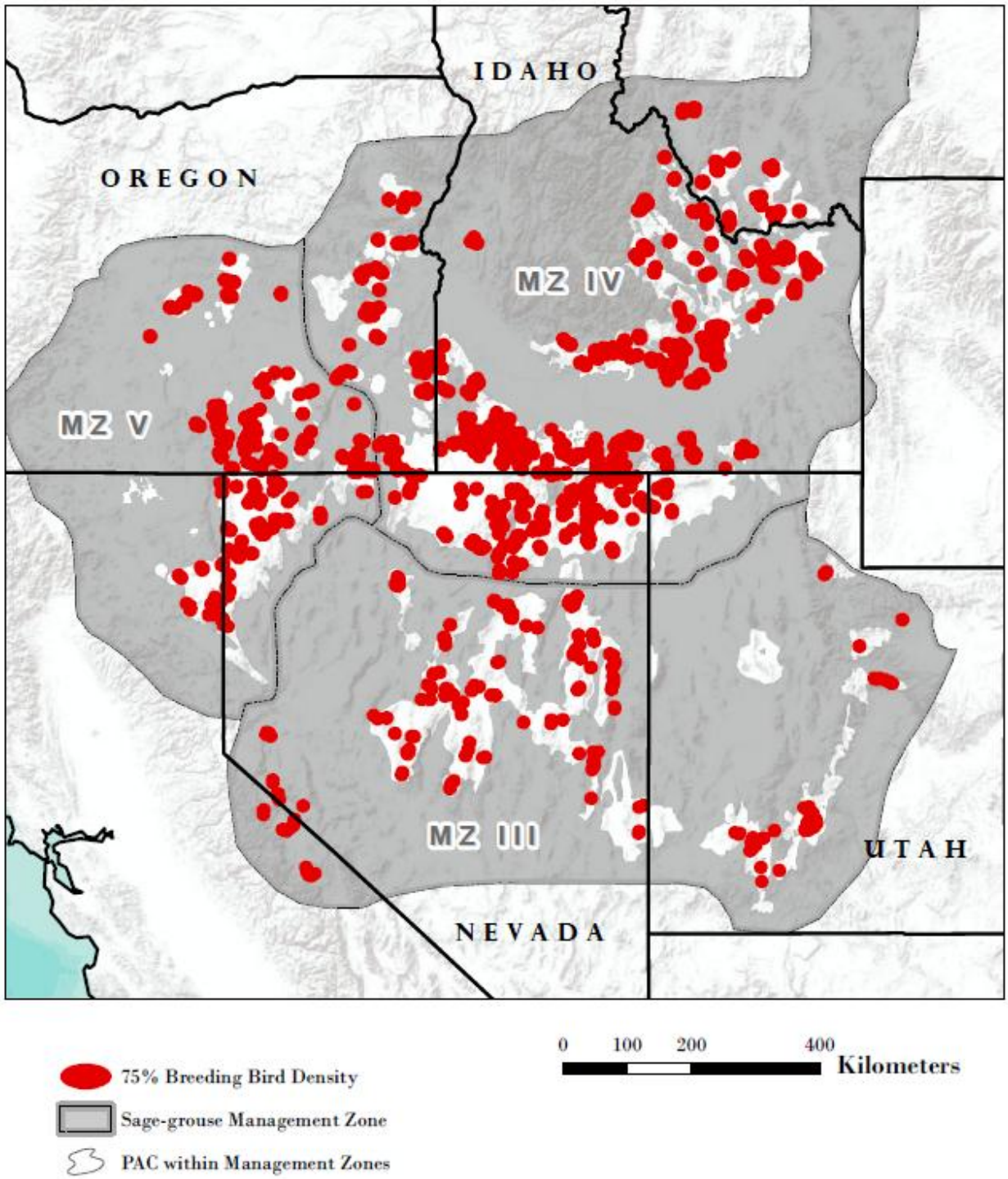


Figure 3, Sage-Grouse Breeding Bird Density Thresholds for 75% of the breeding birds, Management Zones, and PACs. Breeding bird density of 75 to 100% is shown in Appendix 1 to provide context for local management units when making decisions concerning connectivity between populations and PACs.

Soil Temperature and Moisture Regimes

Invasive annual grasses and wildfires can be tied to management strategies through an understanding of resistance and resilience concepts. Invasive annual grasses has significantly reduced sage-grouse habitat throughout large portions of its range (Miller et al. 2011). While abandoned leks were linked to increased nonnative annual grass presence, active leks were associated with less annual grassland cover than in the surrounding landscape (Knick et al. 2013). Invasive annual grasses also increases fire frequency, which directly threatens sage-grouse habitat and further promotes the establishment of invasive annual grasses (Balch et al. 2013). This nonnative annual grass and fire feedback loop can result in conversion from sagebrush shrublands to annual grasslands (Davies 2011).

In cold desert shrublands, vegetation community resistance to invasive annual grasses, especially cheatgrass, and resilience following disturbance is strongly influenced by soil temperature and moisture regimes (Chambers et al. 2007; Meyer et al. 2001). Generally, cooler and moister soil temperature/moisture regimes are associated with more resilient vegetation communities as indicated by increases in vegetation productivity and ability to compete and recover from disturbance along elevation gradients (Chambers et al. 2007; Chambers et al. *in press*). Also, colder soil temperatures are associated with more resistant communities due to limitations on invasive annual grass growth and reproduction. Thus, communities with warm and dry soil temperature and moisture regimes tend to have relatively low resilience and resistance. Communities with cool and dry soil temperature and moisture regimes also can have relatively low resilience and resistance with the degree of resistance to cheatgrass depending on soil temperature (see Figure 9 in Chambers et al. *In prep.*). A continuum in resistance and resilience exists across soil temperature and moisture regimes that will need to be considered when developing implementation or activity plans in Step 2. These relationships can be used to help prioritize management actions within sage-grouse habitat using broadly available data.

To capture relative resistance and resilience to disturbance and invasive annual grasses across the landscape, soil temperature and moisture regime information (described in greater detail in Chambers et al. *In prep.*) were obtained from the Natural Resources Conservation Service (NRCS) Soil Survey Geographic Database (SSURGO) data. Where gaps in this coverage existed, the NRCS US General Soil Map (STATSGO2) data was used (Soil Survey Staff 2014; see Appendix 1). The STATSGO2 database includes soils mapped at a 1:250,000-scale; the SSURGO database includes soils mapped at the 1:20,000 scale. Interpretations made from soil temperature and moisture regimes from the STATSGO2 database will not have the same level of accuracy as those made from the SSURGO database.

Areas characterized by warm and dry soil temperature and moisture regimes (low relative resistance and resilience) were intersected with sage-grouse breeding habitat and sagebrush landscape cover to identify candidate areas (emphasis areas) for potential management actions that mitigate threats from invasive annual grasses and wildfire (**Figure 4**, Soil Moisture and Temperature Regimes for Management Zones III, IV, and V, and **Figure 5**, Intersection of High Density (75% BBD) Populations). These data layers provide the baseline information considered important in prioritizing areas where conservation and management actions could be developed to address invasive annual grasses in a scientifically defensible manner (see Table 4 in Chambers et al. *In prep.*).

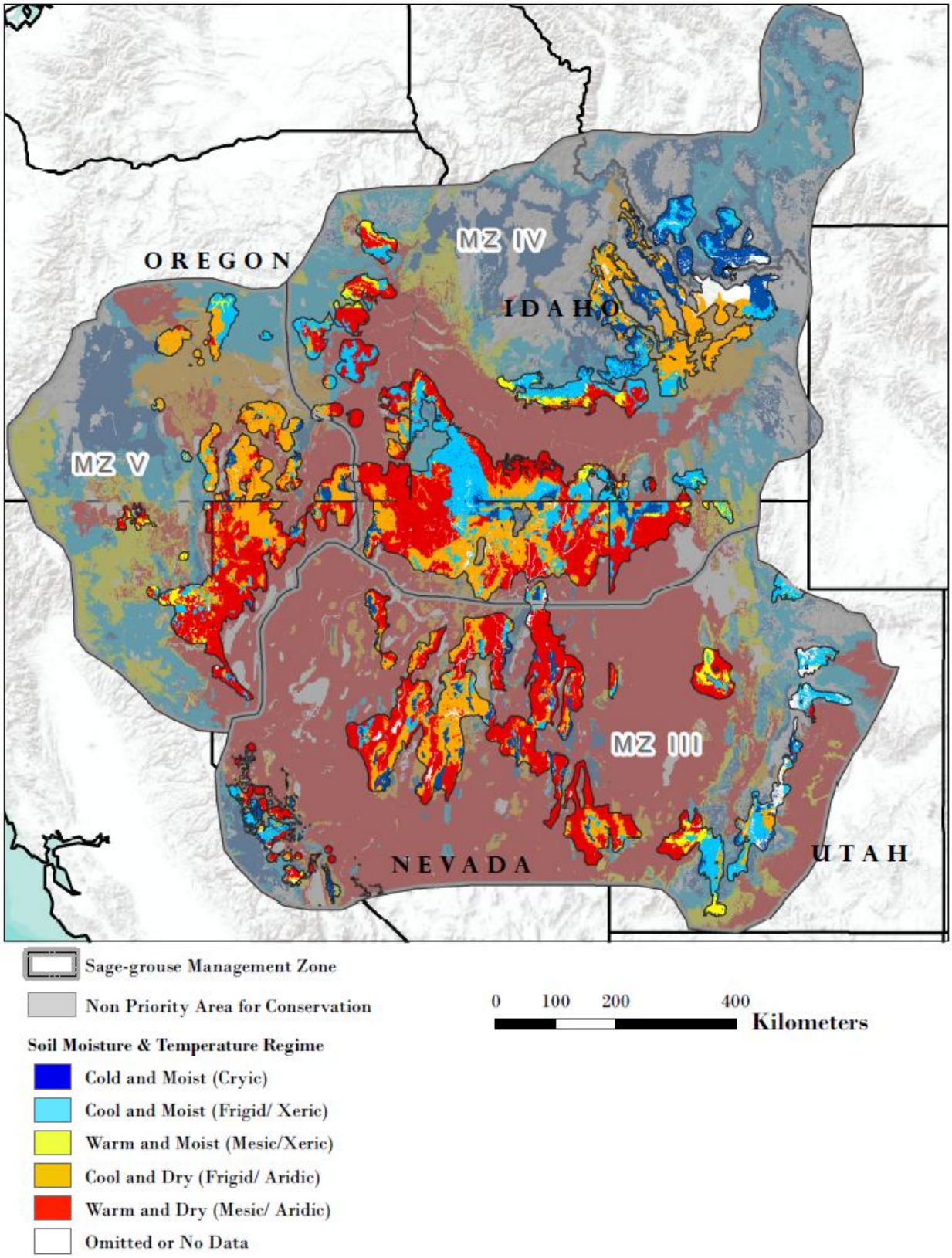


Figure 4, Soil Moisture and Temperature Regimes for Management Zones III, IV, and V

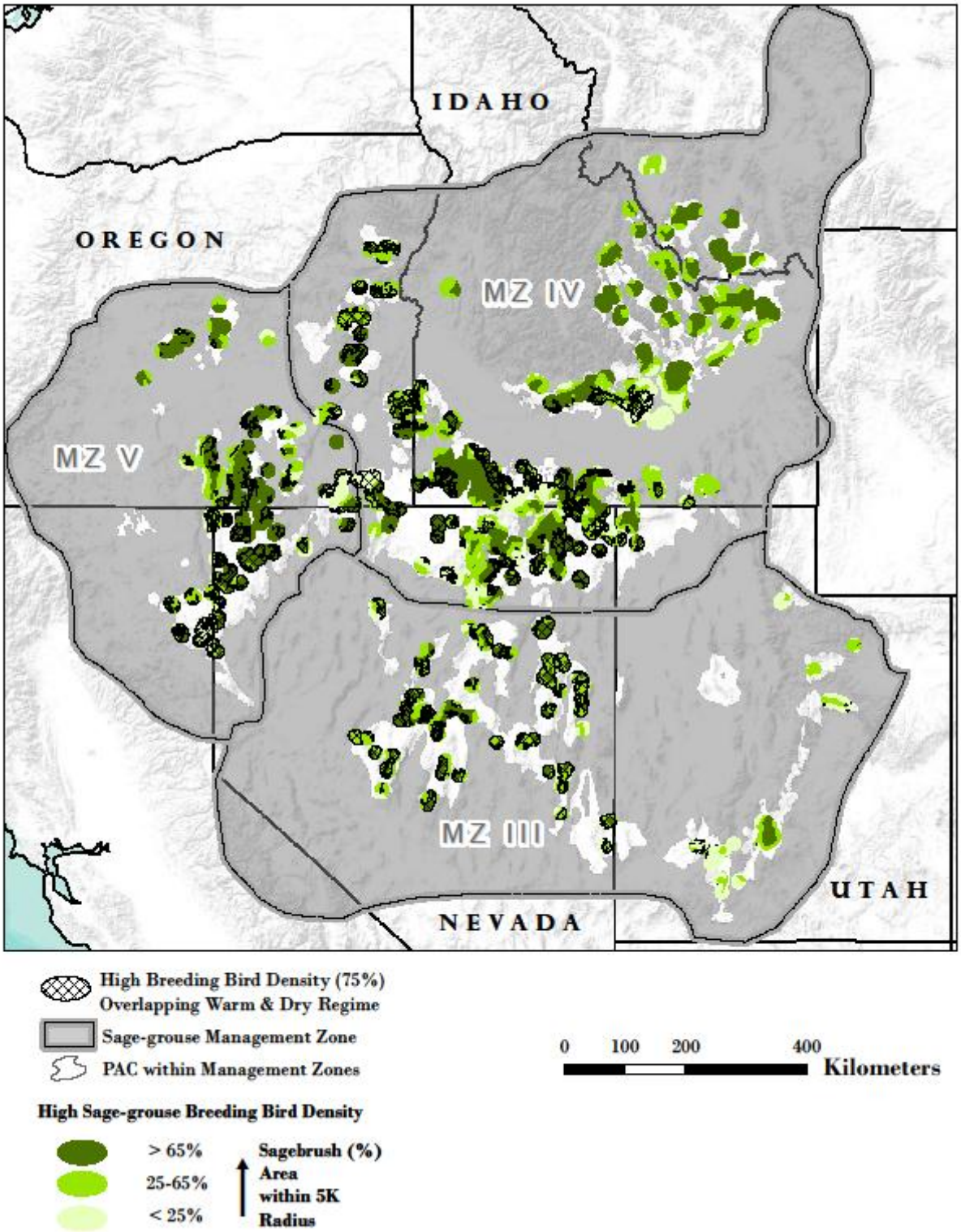


Figure 5, Intersection of High Density (75% BBD) Populations. The warm and dry sites and the proportion of these habitats in the three sagebrush landscape cover classes by management zone, and PACs within the Great Basin.

Sagebrush Landscape Cover

The amount of the landscape in sagebrush cover is closely related to the probability of maintaining active sage-grouse leks, and is used as one of the primary indicators of sage-grouse habitat potential at landscape scales (Aldridge et al. 2008; Wisdom et al. 2011; Knick et al. 2013). For purposes of prioritizing landscapes for sage-grouse habitat management, FIAT used less than or equal to 25 percent sagebrush landscape cover as a level below which there is a low probability of maintaining sage-grouse leks, and greater than or equal to 65 percent as the level above which there is a high probability of sustaining sage-grouse populations with further increases of landscape cover of sagebrush (Aldridge et al. 2008; Wisdom et al. 2011; Knick et al. 2013). Increases in landscape cover of sagebrush have a constant positive relationship with sage-grouse lek probability at between about 25 percent and 65 percent landscape sagebrush cover (Knick et al. 2013). It is important to note that these data and interpretations relate only to persistence (i.e., whether or not a lek remains active), and it is likely that higher proportions of sagebrush cover may be required for population growth.

For the purposes of delineating sagebrush habitat relative to sage-grouse requirements for landscape cover of sagebrush, FIAT calculated the percentage of landscape sagebrush cover (Landfire 2013) within a 3-mile (5-kilometer) radius of each 98-foot by 98-foot (30 meter by 30 meter) pixel in Management Zones III, IV, and V (see Appendix 2 in Chambers et al. (*In prep.*) for how landscape sagebrush cover was calculated). FIAT then grouped the percentage of landscape sagebrush cover into each of the selected categories (0 to 25 percent, 25 to 65 percent, 65 to 100 percent; **Figure 6**, Sagebrush Landscape Cover and Fire Perimeters for the Analysis Area). Landfire data was based on 2000 satellite imagery so wildfire perimeters after that date were incorporated into this layer to better reflect landscape sagebrush cover. Burned areas were assumed to fall into the 0 to 25 percent landscape cover class.

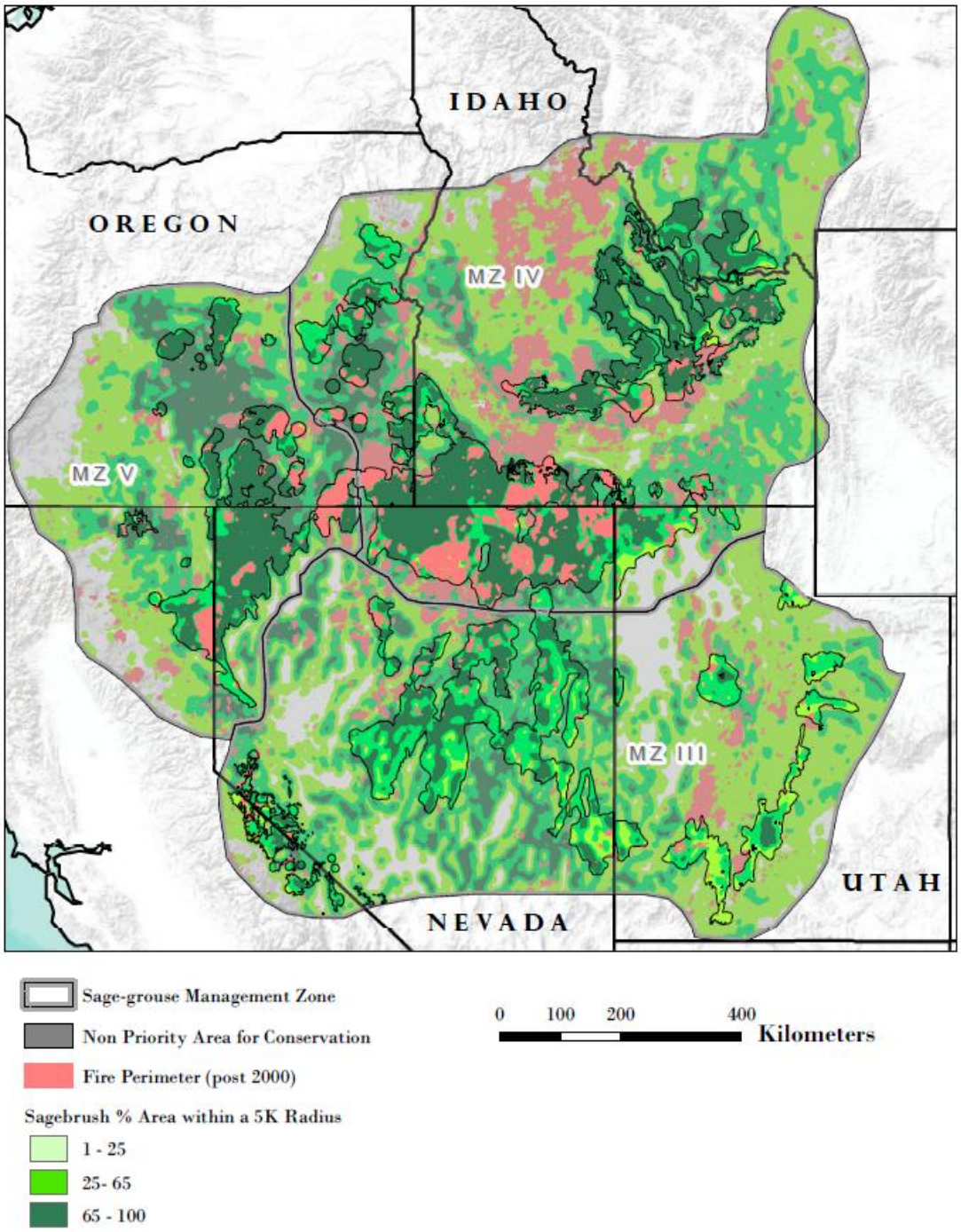


Figure 6, Sagebrush Landscape Cover and Fire Perimeters (post-2000) for the Analysis Area

Conifer Expansion

Conifer expansion into sagebrush landscapes also directly reduces sage-grouse habitat by displacing shrubs and herbaceous understory as well as by providing perches for avian predators. Conifer expansion also leads to larger, more severe fires in sagebrush systems by increasing woody fuel loads (Miller 2013). Sage-grouse populations have been shown to be impacted by even low levels of conifer expansion (Baruch-Mordo et al. 2013). Active sage-grouse leks persist in regions of relatively low conifer woodland and are threatened by conifer expansion (Baruch-Mordo et al. 2013; Knick et al. 2013).

To estimate where sage-grouse breeding habitat faces the largest threat of conifer expansion, FIAT used a risk model developed by Manier et al. (2013) that locates regions where sagebrush landscapes occur within 250 meters of conifer woodland (**Figure 7**, Modeled Conifer Expansion for PACs with Greater Than 25% Sagebrush Landscape Cover In and Around 75% BBD). Although the model is coarse, it is available for the entirety of the three sage-grouse management zones analyzed. FIAT encourages using more accurate conifer expansion data in Step 2.

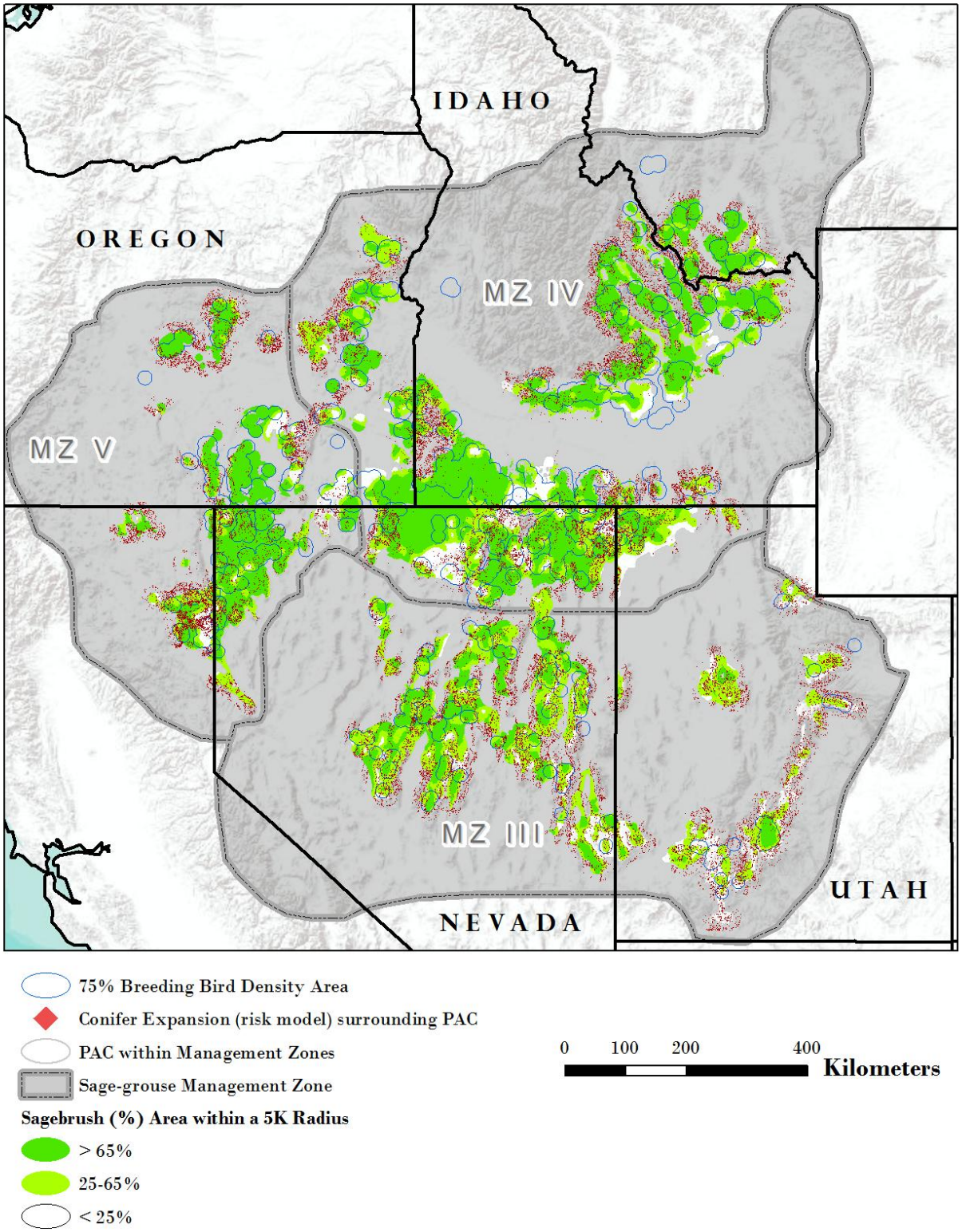


Figure 7, Modeled Conifer Expansion for PACs with Greater Than 25% Sagebrush Landscape Cover In and Around 75% BBD

Step 1a. Identifying PACs and focal habitats

A primary goal for the conservation of sage-grouse populations is the identification of important habitats needed to ensure the persistence and recovery of the species. Loss of habitat, and by inference populations, in these habitats would likely imperil the species in the Great Basin. The first objective is to protect and restore those habitats that provide assurances for retaining large well connected populations.

PACs and the 75 percent BBD maps were used to provide a first-tier stratification (e.g., focal habitats) for prioritizing areas where conservation actions could be especially important for sage-grouse populations. Although these areas are a subset of the larger sage-grouse habitats, they are readily identifiable and include habitats (e.g., breeding and nesting habitats that are considered critical for survival; Connelly et al. 2000; Holloran et al. 2005; Connelly et al. 2011) and necessary for the recovery of the species across its range.

The prioritization of habitats for conservation purposes was based on the several primary threats to remaining sage-grouse populations in the Great Basin including the loss of sagebrush habitats to wildfire and invasive annual grasses, and conifer expansion. The first, and probably the most urgent threat for sage-grouse, is the loss of sagebrush habitat due to wildfire and invasive annual species (e.g., cheatgrass; See Figure 11 in Chambers et al. [*In prep.*]). Areas of highest concern are those with low resistance to cheatgrass and low resilience after disturbance (warm/dry and some cool/dry temperature and moisture regimes sites) that are either **within or in close proximity** to remaining high density populations of sage-grouse (Figure 5). Sagebrush habitats (greater than 25 percent sagebrush landscape cover) prone to conifer expansion, particularly pinyon pine and/or juniper, are also a management concern when within or adjacent to high density sage-grouse populations (Figure 7).

Because these two threats occur primarily at different points along an elevational gradient and are associated with different soil temperature and moisture regimes, separate approaches are used to select PACs and focal habitats for each.

High Density Populations at Highest Risk from <u>Wildfire and Invasive Annual Grasses</u>

PACs in Management Zones III, IV, and V. were evaluated on the basis of high density (75 percent) BBDs, sagebrush landscape cover, and soil temperature and moisture regimes to identify initial PACs that are a priority for assessments and associated focal habitats. **Figure 8**, High Priority PACs with High Density Sage-Grouse Populations (75% BBD), displays the results of the analysis focusing on the intersection of high density (75 percent BBD) populations, the warm and dry sites, and the proportion of these habitats in the three sagebrush landscape cover classes by management zone, and PACs within the Great Basin. **Table 1**, Relative Ranking of PACs Based on High Density (75% BBD) Populations, Warm/ Dry Sites, and Percentage of Habitat in Sagebrush Landscape Cover Classes, displays quantitative outputs of this analysis. The table allows a comparison of these data, and assists in selecting five PACs that provide the greatest contribution to high density sage-grouse populations, and the amounts (acres and proportion) within those PACs of sagebrush cover classes associated with warm and dry soil temperature and moisture regimes.

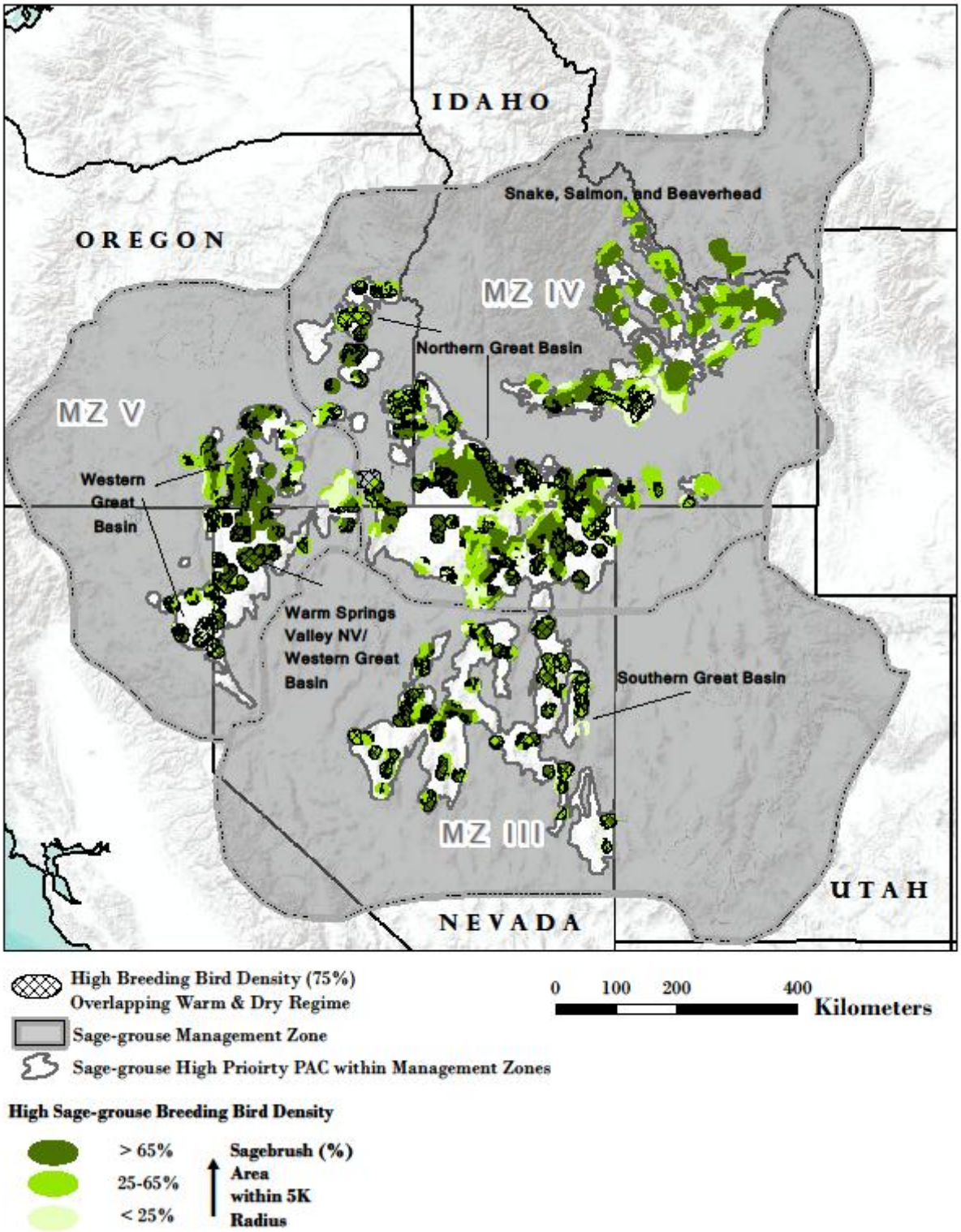


Figure 8, High Priority PACs with High Density Sage-Grouse Populations (75% BBD) sagebrush landscape cover classes, and areas with low resistance and resilience relative to wildfires and invasive annual species.

Table 1, Relative Ranking of PACs Based on High Density (75% BBD) Populations, Warm/ Dry Sites, and Percentage of Habitat in Sagebrush Landscape Cover Classes

Sage-grouse Management Zone	Sage-grouse Priority Area for Conservation (PAC) Name	Total PAC Acres	Breeding Bird Density (75%) Acres	Percent of Breeding Bird Density (75%) Area within PAC	Warm and Dry Soil Moisture & Temperature Regime within Breeding Bird Density (75%) Acres*		
					0-25% Sagebrush Landscape Cover	25%-65% Sagebrush Landscape Cover	65%+ Sagebrush Landscape Cover
4	Northern Great Basin	13045515	7383442	57%	179551 (2%)	674554 (9%)	1745163 (24%)
3	Southern Great Basin	9461355	3146056	33%	42596 (1%)	792780 (25%)	1062091 (34%)
4	Snake, Salmon, and Beaverhead	5477014	2823205	52%	68107 (2%)	89146 (3%)	95970 (3%)
5	Western Great Basin	3177253	2084626	66%	149399 (7%)	140141 (7%)	202767 (10%)
5	Warm Springs Valley NV/Western Great Basin	3520937	1558166	44%	31458 (2%)	207365 (13%)	741353 (48%)
4	SW Montana	1369076	659475	48%	0 (0%)	0 (0%)	0 (0%)
4	Northern Great Basin/Western Great Basin	1065124	624581	59%	114222 (18%)	85258 (14%)	116513 (19%)
5	Central OR	813699	451755	56%	0 (0%)	6211 (1%)	16463 (4%)
3	Panguitch/Bald Hills	1135785	352258	31%	6883 (2%)	5821 (2%)	0 (0%)
3	Parker Mountain-Emery	1122491	308845	28%	0 (0%)	127 (0%)	0 (0%)
4	Box Elder	1519454	292658	19%	22 (0%)	43325 (15%)	23913 (8%)
4	Baker OR	336540	184813	55%	0 (0%)	46459 (25%)	36214 (20%)
3	NW-Interior NV	371557	108256	29%	576 (1%)	17117 (16%)	25173 (23%)
3	Carbon	355723	97734	27%	255 (0%)	180 (0%)	0 (0%)
3	Strawberry	323219	52635	16%	0 (0%)	0 (0%)	0 (0%)
3	Rich-Morgan-Summit	217033	37005	17%	0 (0%)	0 (0%)	0 (0%)
3	Hamlin Valley	341270	3244	1%	0 (0%)	139 (4%)	3105 (96%)
3	Ibapah	98574	0	0%	0 (NA)	0 (NA)	0 (NA)
3	Sheeprock Mountains	611374	0	0%	0 (NA)	0 (NA)	0 (NA)
5	Klamath OR/CA	162667	0	0%	0 (NA)	0 (NA)	0 (NA)

* Numbers in parenthesis indicate the percent of acres relative to total acres of breeding bird density (75%)

These five PACs comprise 90 percent and 95 percent of remaining PAC sagebrush landscape cover in the 25 to 65 percent and greater than or equal to 65 percent sagebrush landscape cover classes, respectively, of the 75 percent BBD associated with low resistance/resilience habitats. The 75 percent BBD habitats in the Northern, Southern Great Basin, and Warm Spring PACs appear particularly important for two reasons. They represent a significant part of the remaining habitats for the Great Basin metapopulation, and they have the greatest amount of low resiliency habitat remaining that still functions as sage-grouse habitat.

An examination of the 5 selected PACs shows that the sum of the 75 percent BBD within these PACs is 16,995,496 acres (**Table 2**, PACs with the Highest Acres and Proportions of 75% BBD acres, and Acres and Proportions of 75% BBD Acres within the Warm/Dry Soil Temperature and Moisture Class). These are the **focal habitats**. These five PACs constitute 84 percent of the 75 percent BBD low resiliency habitats for all Management Zones III, IV, and V PACs. Within and immediately around these focal habitats, 5,751,293 acres are in high BBD areas with landscape sagebrush cover in the 25-65 percent and ≥ 65 percent classes and in the warm and dry soil temperature and moisture regimes. These are the habitats in the most danger to loss due to their low resistance to invasive annual grasses and low resilience following wildfire. Within the focal habitats in the high priority PACs, low resistance and resilience areas (cross-hatched areas in Figure 8) are a high priority (emphasis area) for implementing management strategies. Applying management strategies outside the emphasis areas are appropriate if the application of fire operations and fuels management activities will be more effective in addressing wildfire threats.

Table 2, PACs with the Highest Acres and Proportions of 75% BBD acres, and Acres and Proportions of 75% BBD Acres within the Warm/Dry Soil Temperature and Moisture Class (see Figure 8)

PAC	PAC Acres	Acres of 75% BBD in PAC (**focal habitat**)	Proportion of 75% BBD within PACs	Warm & Dry Soils within 75% BBD by Sagebrush Landscape Cover Classes Greater Than 25%*	
				25-65%	>65%
Northern Great Basin	13,045,515	7,383,442	0.57	674,517(9%)	1,745,163(24%)
Southern Great Basin	9,461,355	3,146,056	0.33	792,780(25%)	1,062,091(34%)
Snake, Salmon, and Beaverhead	5,477,014	2,823,205	0.52	89,146(3%)	95,970(3%)
Warm Springs Valley NV/Western Great Basin	3,520,937	1,558,166	0.44	207,365(13%)	741,353(48%)
Western Great Basin	3,177,253	2,084,626	0.66	140,141(7%)	202,767(10%)
Total for 5 PACS	**34,682,074**	**16,995,496**	**0.49**	**1,903,949**	**3,847,344**

***** This category represents the emphasis areas for applying appropriate management strategies in or near the focal habitats due to the lower probability of recovery after disturbance and higher probability of invasive annual grasses and existing wildfire threats.

High Density Sage-Grouse Habitats at Risk from Conifer Expansion

PACs, sagebrush landscape cover, and the 75 percent BBD data were also used in conjunction with the conifer expansion data (Mainer et al. 2013) to provide an initial stratification to determine PACs where conifer removal would benefit important sagebrush habitats. Conifer expansion threats are primarily western juniper in the northern Great Basin and pinyon pine/Utah juniper in the southern Great Basin.

Figure 7 displays results of the analysis focusing on the intersection of the 75 percent BBD, and modeled conifer expansion areas within two sagebrush landscape cover classes by management zone and PACs within the Great Basin. To identify high density sage-grouse areas affected by conifer expansion, the amount and proportion of acres estimated to be affected were calculated by sagebrush cover class to assist in the identification of the focal habitats (**Table 3)**. **Table 4**, displays quantitative outputs of this analysis using the 25 to 65 percent and greater than 65 percent landscape sagebrush cover classes for the PACs. Thus, **focal habitats** for addressing conifer expansion are the areas within and near conifer expansion in sagebrush landscape cover classes of 25 to 65 percent and greater than 65 percent. Conifer expansion in these two sagebrush landscape cover classes in the 75 percent BBD areas constitutes an emphasis area for treatments to address conifer expansion. Landscapes with less than 25 percent sagebrush cover may require significant additional management actions to restore sagebrush on those landscapes and therefore were considered a lower priority for this analysis. Focal habitats are identified in Table 4 and displayed in **Figure 9**.

Table 3 assists in identifying those PACs that provide the greatest contribution to high density sage-grouse populations, and the amounts (acres and proportion) within those PACs of sagebrush cover classes associated with modelled conifer expansion areas. Although there are uncertainties associated with the model, the results help managers identify specific geographic areas where treatments in conifer (pinyon and/or juniper) could benefit existing important sage-grouse populations.

The results of the screening revealed 5 PACs that contribute substantially to the 75 percent BBD habitats and are currently impacted most by conifer expansion (primarily pinyon pine and/or juniper; Table 4 and Figure 9). Four of the five PACs identified as high priority for conifer expansion treatments were also high priorities for wildfires and invasive annual grass threats. This is likely due to the size of the PACs and the relative importance of these PACs for maintaining the Great Basin sage-grouse meta-populations. As expected, the locations of high density sage-grouse habitats affected by conifer expansion differ spatially from those associated with low resilience habitats within and among the PACs, primarily due to differences in the biophysical settings (e.g., elevation and rainfall) that contribute to threats from invasive annual grasses and wildfires.

Three PACs (Snake/Salmon/Beaverhead, Southwest Montana, and Northern Great Basin/Western Great Basin) ranked high due to their relatively large proportion of high density breeding habitats (Table 3), but were not selected since the threat of conifer expansion was relatively low. One PAC, (Snake/Salmon/Beaverhead, was identified as a potential high priority area but was dismissed because results of the conifer expansion model likely overestimated impacts due to the adjacent conifer forests in this region. The COT Report also identified conifers as a “threat present but localized” in these areas, whereas, the top five PACs prioritized all have conifers identified as a widespread priority threat to address (USFWS 2013).

Table 3, Relative Ranking of PACs Based on High Density (75% BBD) Populations, Modeled Conifer Expansion, and Percentage of Habitats in Sagebrush Landscape Cover Classes

Sage-grouse Management Zone	Sage-grouse Priority Area for Conservation (PAC) Name	PAC acres	Breeding Bird Density (75%) Acres	Relative Proportion of Breeding Bird Density Area within PAC	Conifer Expansion (Modeled) Acres*		
					0-25% Sagebrush Landscape Cover	25%-65% Sagebrush Landscape Cover	65%+ Sagebrush Landscape Cover
4	Northern Great Basin	13045515	7383442	0.57	188502 (1%)	512949 (4%)	442480 (3%)
3	Southern Great Basin	9461355	3146056	0.33	108657 (1%)	738624 (8%)	237828 (3%)
4	Snake, Salmon, and Beaverhead	5477014	2823205	0.52	4209 (0%)	92173 (2%)	216803 (4%)
5	Western Great Basin	3177253	2084626	0.66	87963 (3%)	184618 (6%)	126177 (4%)
5	Warm Springs Valley NV/Western Great I	3520937	1558166	0.44	37148 (1%)	107025 (3%)	217101 (6%)
4	SW Montana	1369076	659475	0.48	1428 (0%)	34765 (3%)	39215 (3%)
4	Northern Great Basin/Western Great Bas	1065124	624581	0.59	12101 (1%)	2247 (0%)	6161 (1%)
5	Central OR	813699	451755	0.56	3191 (0%)	44937 (6%)	59624 (7%)
3	Panguitch/Bald Hills	1135785	352258	0.31	89141 (8%)	75157 (7%)	2563 (0%)
3	Parker Mountain-Emery	1122491	308845	0.28	84719 (8%)	83441 (7%)	7469 (1%)
4	Box Elder	1519454	292658	0.19	8531 (1%)	114376 (8%)	57645 (4%)
4	Baker OR	336540	184813	0.55	945 (0%)	15263 (5%)	195 (0%)
3	NW-Interior NV	371557	108256	0.29	7929 (2%)	29440 (8%)	11813 (3%)
3	Carbon	355723	97734	0.27	15968 (4%)	34446 (10%)	283 (0%)
3	Strawberry	323219	52635	0.16	7916 (2%)	27340 (8%)	1075 (0%)
3	Rich-Morgan-Summit	217033	37005	0.17	11685 (5%)	14280 (7%)	238 (0%)
3	Hamlin Valley	341270	3244	0.01	11321 (3%)	29960 (9%)	6243 (2%)
3	Ibapah	98574	0	0.00	195 (0%)	6770 (7%)	1039 (1%)
5	Klamath OR/CA	162667	0	0.00	1 (0%)	1533 (1%)	15302 (9%)
3	Sheeprock Mountains	611374	0	0.00	16744 (3%)	78580 (13%)	11878 (2%)

* Numbers in parenthesis indicate the proportion of acres relative to total PAC acres

Table 4, PACS with the Highest Acres and Proportions of 75% BBD acres and Estimated Conifer Expansion within Sagebrush Landscape Cover Classes (25-65 percent and ≥65 percent; see Figure 9)

PAC	PAC Acres	Acres 75% BBD in PAC	Prop. 75% BBD within PACs	Conifer Expansion by Landscape Sagebrush Cover Classes 25-65% and ≥65%* Focal Habitat	
				25-65%	≥65%
Northern Great Basin	13,045,515	7,383,442	0.57	512,949 (4%)	442,480 (3%)
Southern Great Basin	9,461,355	3,146,056	0.33	738,624 (8%)	237,828 (3%)
Warm Springs Valley NV/Western Great Basin	3,520,937	1,558,166	0.44	107,025 (3%)	217,101 (6%)
Western Great Basin	3,177,253	2,084,626	0.66	184,618 (6%)	126,177 (4%)
Central Oregon	813,699	451,755	0.56	44,937 (6%)	59,624 (7%)
Total for 5 PACS	**30,018,759**	**14,624,045**	**0.49**	**1,588,153 (5%)**	**1,083,210 (4%)**
*Numbers in parenthesis represent the percent of total PAC acres for each class.					

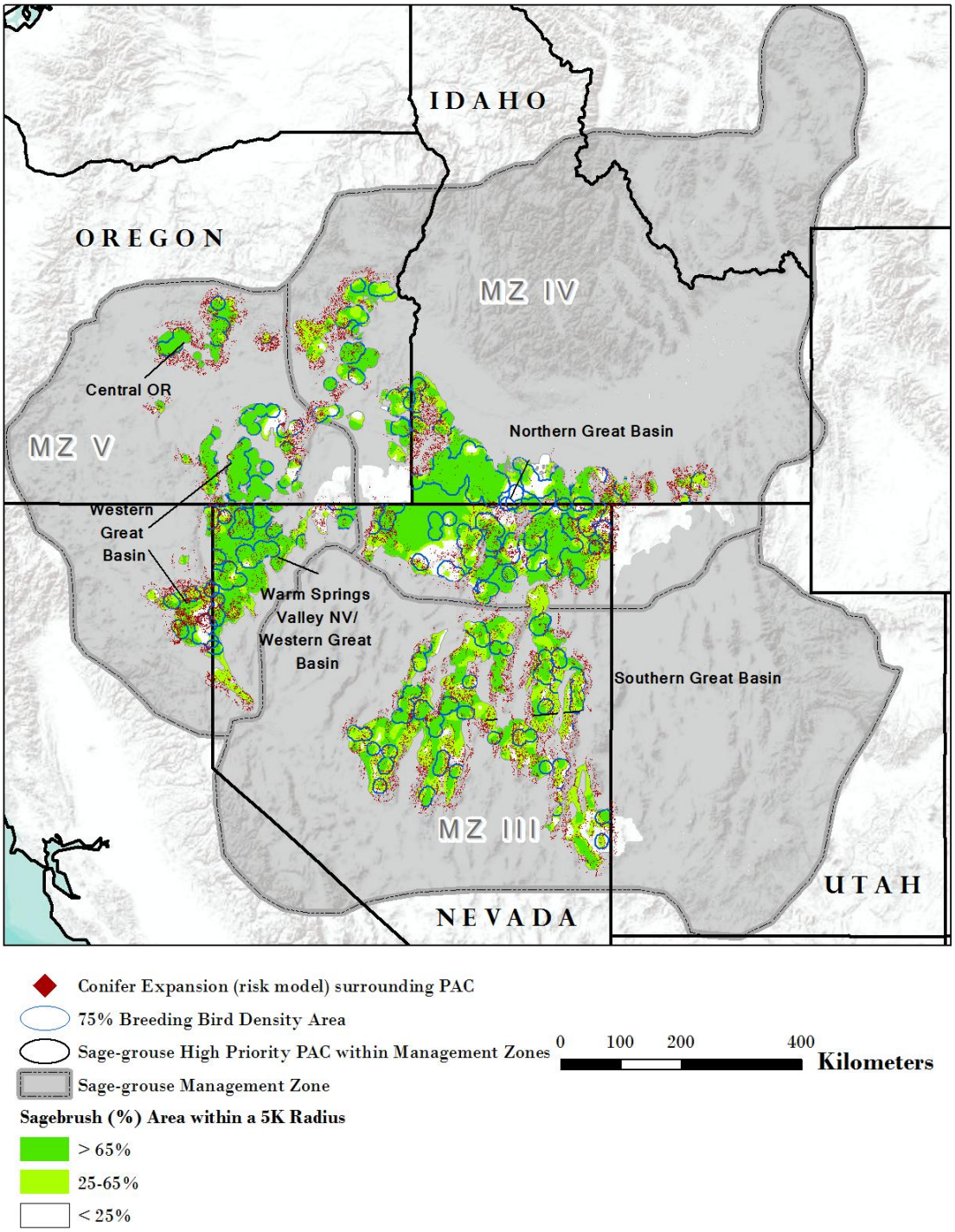


Figure 9, Five PACs Significantly Impacted by Conifer Expansion that contribute substantially to the 75% BBD and that have sagebrush landscape cover greater than 25%.

While the coarse-scale conifer expansion data used in this analysis likely over estimates the extent of the pinyon pine and/or juniper threat, results suggest that far fewer acres are currently affected by conifers than might be at risk from fire and invasive annual grasses impacts. Conifer expansion into sage-grouse habitats occurs at a slower rate, allowing more time for treatment, but early action may be needed to prevent population level impacts on sage-grouse (Baruch-Mordo et al. 2013). Furthermore, conifer expansion is primarily occurring on cooler and moister sites that are more resilient and where restoration is more likely to be effective (Miller et al. 2011), providing managers the opportunity to potentially offset at least some habitat loss expected to continue in less resilient ecosystems. While the available data set used to estimate conifer expansion provides only a coarse assessment of the problem, considerable efforts are currently underway to map conifers across sage-grouse range. These maps are expected to be available in the near future and should be used by land managers to better target project level conifer removal.

FIAT cautions against using the plotted locations of estimated conifer expansion for local management decisions due to the coarse-scale nature of this range-wide data set. Conifer expansion estimates are primarily provided here to aid in judging the relative scope of the threat in each PAC.

Step 1b. Potential Management Strategies

Potential management **strategies** (e.g., fuels management, habitat recovery/restoration, fire operations, post-fire rehabilitation) to conserve or restore Step 1 focal habitats are described below to assist local management units to initiate Step 2. These examples are illustrative and do not contain the full range of management strategies that may be required to address wildfires, invasive annual grasses, and conifer expansion within PACs and associated focal habitats. In general, the priority for applying management strategies is to first maintain or conserve intact habitat and second to strategically restore habitat (after a wildfire or proactively to reconnect habitat). Management strategies will differ when applying the protocol to:

Wildfire and Invasive Annual Grass. (See PACs identified in Table 2 and focal habitats shown in Figure 8). Focal habitats, as they relate to wildfires and invasive annual grasses, are defined as sage-grouse habitat in priority PACs within 75 percent BBD. Within these focal habitats, sagebrush communities with low resilience to disturbance and resistance to invasive annual grasses (warm and dry soil temperature and moisture regimes) are an emphasis area for management actions. Appendix 5 (A) in Chambers et al. (*In prep.*) includes a generalized state and transition model with an invasive annual grass component and warm and dry soil temperature and moisture regime associated with 8 to 12 inches of annual precipitation. This state and transition models is useful in developing management strategies to deal with annual grass issues as it contains useful restoration pathways.

Burn Probability is another tool that can be used to assist managers to identify the relative likelihood of large fire occurrence across the landscape within PACs and focal habitats. Burn probability raster data were generated by the Missoula Fire Lab using the large fire simulator - FSim - developed for use in the national Interagency **Fire Program Analysis (FPA)** project. FSim uses historical weather data and LANDFIRE fuel model data to simulate fires burning. Using these simulated fires, an overall burn probability is returned by FSim for each 270m pixel. The burn probability data was overlaid spatially with PACs, soil data, and shrub cover data. The majority of the high and very high burn probability acres lie within the top 5 PACs and are within areas with >25% sagebrush cover. Several of the other PACs have a greater overall percentage of the warm/dry soil regime with high/very high burn probability (northern great basin, baker, and NW interior NV) but the total acres are relatively few. Areas identified with high and very high burn probability are most likely to experience large fires given fire history, fuels, weather and topography. Results are displayed in the table 5 and Figure 10.

Table 5, Percentages of sage-grouse PAC areas with high and very high burn probability, 75% BBD within PAC, 75% BBD and warm dry/temperature regime, and 75% BBD and warm dry/temperature and warm dry/temperature with high and very high burn probability.

Sage Grouse Mangement Zone	*Sage-grouse Priority Area for Conservation (PAC) Name*	*Total PAC Acres*	*High, very high burn probability (percent of PAC acres)*	*75% BBD within PAC (percent PAC acres)*	*75% BBD and warm and dry soil/temperature regime ~~acres~~ (percent PAC acres)*	*75% BBD and warm and dry soil/temperature regime with high, very high burn probability (percent PAC acres)*
4	*Northern Great basin*	*13,045,415*	*86%*	*57%*	*19%*	*17%*
3	*Southern Great Basin*	*9,461,355*	*48%*	*33%*	*20%*	*9%*
4	*Snake, Salmon, and Beaverhead*	*5,477,014*	*68%*	*52%*	*5%*	*4%*
5	*Western Great Basin*	*3,177,253*	*61%*	*66%*	*15%*	*12%*
5	*Warm Springs Valley /Western Great Basin*	*3,520,937*	*30%*	*44%*	*28%*	*9%*
4	*SW Montana*	*1,369,076*	*1%*	*48%*	*0%*	*0%*
4	*Northern Great Basin/Western Great Basin*	*1,065,124*	*82%*	*59%*	*30%*	*22%*
5	*Central Oregon*	*813,699*	*71%*	*56%*	*3%*	*2%*
3	*Panguitch/Bald Hills*	*1,135,785*	*70%*	*31%*	*1%*	*1%*
3	*Parker Mountain-Emery*	*1,122,491*	*28%*	*28%*	*0%*	*0%*
4	*Box Elder*	*1,519,454*	*61%*	*19%*	*4%*	*2%*
4	*Baker Oregon*	*336,540*	*74%*	*55%*	*25%*	*21%*
3	*NW-Interior NV*	*371,557*	*99%*	*29%*	*12%*	*11%*
3	*Carbon*	*355,723*	*22%*	*27%*	*0%*	*0%*
3	*Strawberry*	*323,219*	*26%*	*16%*	*0%*	*0%*
3	*Rich-Morgan-Summit*	*217,033*	*79%*	*17%*	*0%*	*0%*
3	*Hamlin Valley*	*341,270*	*60%*	*1%*	*1%*	*0%*
3	*Ibapah*	*98,574*	*0%*	*0%*	*0%*	*0%*
3	*Sheeprock Mountains*	*611,374*	*98%*	*0%*	*0%*	*0%*
5	*Klamath OR/CA*	*162,667*	*98%*	*0%*	*0%*	*0%*

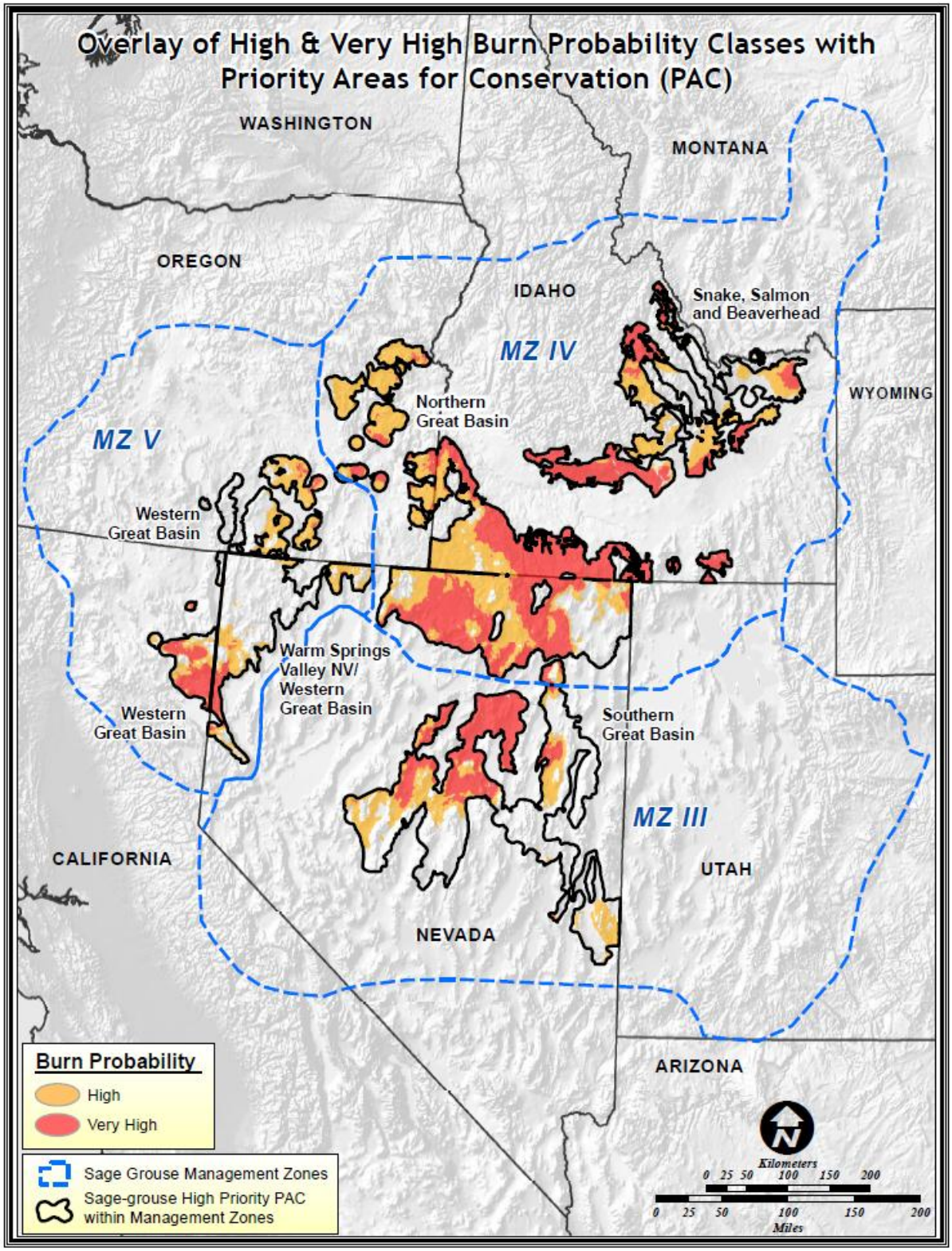


Figure 10, Burn Probability (high and very high) in priority invasive annual grass and wildfire PACs. .

Conifer Expansion. (See priority PACs for assessment identified in Table 4 and focal habitats shown in Figure 9). Focal habitats, as they relate to conifer expansion, are defined as sage-grouse habitat in a priority PAC with sagebrush landscape cover between 25 and 100 percent that is either near or in a conifer expansion area. The relationship between conifer expansion and resilience to disturbance and resistance to expansion is not documented to the same degree as with invasive annual grasses. However, Appendix 5 (D. and E.) in Chambers et al. (*In prep.*) includes two generalized state and transition models for conifer expansion with warm to cool and soil temperature regimes associated with precipitation ranges from 12 to 14 or more inches of annual precipitation. These state and transition models are useful in developing management strategies to deal with conifer expansion as they contain useful restoration pathways.

Chambers et al. (*In prep.*) is recommended for review at this point for information on applying resistance and resilience concepts along with sage-grouse habitat characteristics to develop management strategies to address wildfires, invasive annual grasses, and conifer expansion. The following tables are recommended for use in developing management strategies in or near focal habitats:

Table 1. Soil temperature and moisture regimes relationship to vegetation types and resistance and resilience.
Table 2. Sage-grouse habitat matrix showing the relationship between landscape sagebrush cover and resistance and resilience.
Table 3. Potential management strategies based on sage-grouse habitat requirements and resistance and resilience.
Table 4. Management strategies (fire suppression, fuels management, post-fire rehabilitation, and habitat restoration) associated with each cell in the sage-grouse habitat matrix (Table 2).

The "Putting it all together" section of the Chambers et al. (*In prep.*) also contains a case study from Northeast Nevada illustrating applications of management strategies to address the conservation, protection, and restoration of sage-grouse habitat.

To further assist in understanding Step 1b, examples of general priorities for management strategies are provided below and illustrated in Appendix 3 and 4:

1. Fuels Management: Projects that are designed to change vegetation composition and/or structure to modify potential fire behavior for the purpose of improving fire suppression effectiveness and limiting fire spread and intensity.
    a. Identify priorities and potential measures to reduce the threats to sage-grouse habitat resulting from changes in invasive annual grasses (primary focus on exotic annual grasses and conifer encroachment) and wildland fires. Place high priority on areas dominated by invasive annual grasses that are near or adjacent to low resistance and resilience habitats that are still intact.

   b. Areas on or near perimeter of successful post-fire rehabilitation and habitat restoration projects where threats of subsequent fire are present are important for consideration.
   c. Fuels management can be a high priority in large tracts of intact sagebrush if impacts on sage-grouse populations are minimal and outweighed by the potential benefits of reduced wildfire impacts in area being protected.

2. Habitat Recovery/Restoration Recovery (passive restoration) is a high priority in intact sagebrush stands to improve resistance and resilience before a disturbance. For example, where understory perennial herbaceous species are limited, improved livestock grazing practices can increase the abundance of these species and promote increased resistance to annual grasses.
   a. Habitat restoration is important where habitat connectivity issues are present within focal habitats.
   b. Pinyon pine and/or juniper removal in Phase I and II stands adjacent to large, contiguous areas of sagebrush (greater than 25 percent sagebrush landscape cover) is a priority.

3. Fire Operations (includes preparedness, prevention and suppression activities).
   a. Higher priority should be placed on areas with greater than 65 percent cover than on areas with 25 to 65 percent cover, followed by 0 to 25 percent cover (these categories are continuums not discrete thresholds).
   b. Higher priority should be placed on lower resistance/resilience habitats compared with higher resistance/resilience habitats.
   c. Fire operations in areas restored or post-fire rehabilitation treatment where subsequent wildfires can have detrimental effect on investment and recovery of habitat are important for consideration.
   d. Fire operations (suppression) are especially important in low elevation winter sagebrush habitat with low resistance and resiliency.
4. Post-Fire Rehabilitation
   a. High priority should be placed on supporting short-term natural recovery and long-term persistence in higher resistance and resiliency habitats (with appropriate management applied).
   b. High priority should be placed on reseeding in moderate to low resistance and resiliency habitats, but only if competition from invasive annual grasses, if present, can be controlled prior to seeding.

Step 2

Step 2 is carried out by local management units using the Step 1 geospatial data, focal habitats, and the associated management strategies. Step 2 includes evaluating the availability and accuracy of local information and geospatial data used to develop local management strategies in or near focal habitats (Step 2a).

It also involves developing focal habitat activity/implementation plans that include prioritized management tactics and treatments to implement effective fuels management, habitat recovery/restoration, fire operations, and post-fire rehabilitation (Step 2b). These activity/implementation plans will serve as the basis for NEPA analysis of site-specific projects.

Step 2a- Review of Step 1 Data and Incorporation of Local Information

Evaluate the accuracy and utility of Step 1 geospatial layers for focal habitats by incorporating more accurate or locally relevant:

- Vegetation maps (especially sagebrush cover)
- Updated or higher resolution conifer expansion layers (if applicable)
- Soil survey and ecological site descriptions
- Weather station, including Remote Automatic Weather Stations, data
- PACs, focal habitats, winter habitats, sage-grouse population distributions (i.e., more recent BBD surveys)
- Maps of cheatgrass and other invasive annual grasses that degrade sage-grouse habitat
- Wildfire polygons including perimeters and unburned islands within burn polygons
- Treatment locations and success (consult US Geological Survey Land Treatment Digital Library at http://ltdl.wr.usgs.gov/). The Land Treatment Digital Library allows the user to search on treatment results on an ecological site basis.
- Models and tools to help inform management strategies. For example, data which characterizes wildfire potential can help identify risk to focal habitats and help plan fire suppression and fuels management strategies to address these risks.
- Rapid Ecoregional Assessments
- Land Use Plans
- Appropriate monitoring or inventory information
- Any other geospatial data or models that could improve the accuracy of the assessment process

It is essential that subregional or local information and geospatial data be subjected to a quality control assessment to ensure that it is appropriate to use in developing Step 2b activity and implementation plans. Since PACs and focal habitats usually transcend multiple administrative boundaries, a collaborative approach is highly recommended for Step 2a.

A series of questions tied to the management strategies described in the Introduction section follows to assist managers in developing the framework to complete Step 2b (development of activity/implementation plans). The questions that follow apply to the focal habitats (and buffer areas around focal areas where management strategies may be more effectively applied) and will help in developing coordinated implementation/activity plans. These questions should not limit the scope of the assessment and additional questions relative to local situations are encouraged. These questions portray the minimum degree of specificity for focal habitats in order for offices to complete Step 2a.

Fuels Management

1. Where are the priority fuels management areas (spatially defined treatment opportunity areas that consider fire risk, fuels conditions, and focal habitats [including areas adjacent to focal habitats])?
2. Based on fire risk to focal habitats, what types of fuels treatments should be implemented to reduce this threat (for example, linear features that can be used as anchors during suppression operations)?
3. Considering resistance/resilience concepts and the landscape context from Step 1, where should treatments be applied in and around focal habitats to:
   a. Constrain fire spread?
   b. Reduce the extent of conifer expansion?
   c. Augment future suppression efforts by creating fuel breaks or anchors for suppression?
4. Based on opportunities for fire to improve/restore focal habitats, what types of fuels treatments should be implemented to compliment managed wildfire by modifying fire behavior and effects?
5. Are there opportunities to utilize a coordinated fuels management approach across jurisdictional boundaries?
6. What fuel reduction techniques will be most effective that are within acceptable impact ranges of local sage-grouse populations, including but not limited to grazing, prescribed fire, chemical, and biological and mechanical treatments? Will combinations of these techniques improve effectiveness (e.g., using livestock to graze fine fuels in a mowed fuel break in sagebrush)?

Habitat Recovery/Restoration

1. Are there opportunities for habitat restoration treatments to protect, enhance or maintain sage-grouse focal habitat especially to restore connectivity of focal area habitat?
2. Considering the resistance and resilience GIS data layer (Figure 4) and the Sage-Grouse Habitat Matrix (Chambers et al. *In prep.*; Table 2), where and why would passive or active restoration treatments be used?
3. What are the risks and opportunities of restoring habitat with low resistance and resilience including the warm/dry and cool/dry soil moisture/temperature regime areas?
4. Are there opportunities to utilize a coordinated approach across jurisdictional boundaries to effectively complete habitat restoration in focal habitats?

Fire Operations

1. Where are priority fire management areas (spatially defined polygons having the highest need for preparedness and suppression action)?

2. Where are the greatest wildfire risks to focal habitats considering trends in fire occurrence and fuel conditions (see Figure 10)?
3. Where do opportunities exist that could enhance or improve suppression capability in and around focal habitats?
    a) For example, increased water availability through installation of helicopter refill wells or water storage tanks.
    b) Decreased response time through pre-positioned resources or staffing remote stations.
4. Should wildfire be managed (per land use plan objectives) for improving focal habitat (e.g., reducing conifer expansion), and if so where, and under what conditions?
5. How can fire management be coordinated across jurisdictional boundaries to reduce risk or to improve focal habitats?

Post-fire Rehabilitation

1. Where are areas that are a high priority for post-fire rehabilitation to improve habitat connectivity if a wildfire occurs?
2. Which areas are more conducive (higher resistance and/or resilience) to recovery and may not need reseeding after a wildfire?
3. What opportunities to build in fire resistant fuel breaks to reduce the likelihood of future wildfires impacts on seeded or recovering areas?
4. Are there opportunities to utilize a coordinated approach across jurisdictional boundaries to implement rehabilitation practices?

The outcome of Step 2a is the assembly of the pertinent information and GIS layers to assist managers in developing implementation or activity plans to address wildfires, invasive annual grasses, and conifer expansion in focal habitats. Activity plans generally refer to plans where management of a resource is changed (livestock grazing plans) whereas implementation plans are generally associated with treatments.

Step 2b- Preparation of Activity/Implementation Plans

Activity/implementation plans are prepared to implement the appropriate management strategies within and adjacent to focal habitats. Since focal habitats cross jurisdictional boundaries, it is especially important that a collaborative approach be used to develop implementation/activity plans. The process of identifying partners and creating collaborative teams to develop these plans is a function of state, regional, and local managers and is not addressed as part of this step.

Implementation/activity plans are required to:

1. Address issues in and around focal habitats related to wildfires, invasive annual grasses, and conifer expansion

2. Use resistance to invasive annual grasses and resilience after disturbance (where appropriate) as part of the selection process for implementing management strategies
3. Emphasize application of management strategies within or near focal habitats with low resistance and resilience (warm/dry and cool/dry soil moisture/temperature regimes) invasive annual grasses and wildfires
4. Use the best available local information to inform the assessment process
5. Encourage collaboration and coordination with focal habitats across jurisdictional boundaries
6. Be adaptive to changing conditions, disturbances, and modifications of PAC boundaries

FIAT recommends considering other factors, such as adaptive management for climate change, local sagebrush mortality due to aroga moth or other pests, and cheatgrass die-off areas in developing activity/implementation plans. The latter two factors could influence where and what kind of management strategies may be needed to address the loss of habitat or changes in fuel characteristics (e.g., load and flammability) associated with these mortality events.

The following recommendations are provided to assist in the preparation of activity/implementation plans:

Fuels Management

1. Spatially delineate priority areas for fuel management treatments per Step 2a information considering:
    a. Linear fuel breaks along roads
    b. Other linear fuel breaks to create anchor points
    c. Prescribed burning which would meet objectives identified in the Fish and Wildlife Service's Conservation Objectives Team (COT) report
    d. Mechanical (e.g., treatment of conifer expansion into sagebrush communities)
    e. Other mechanical, biological, or chemical treatments
    f. If they exist, spatially delineated areas where fuel treatments would increase the ability to use fire to improve/enhance focal habitats.
2. Identify coordination needed between renewable resource, fire management, and fuels management staff to facilitate planning and implementation of fuels treatments.
3. Quantify a projected level of treatment within or near focal habitats.
    a. Identify treatments (projects) to be planned within or near focal habitats.
    b. Include a priority and proposed work plan for proposed treatments.

Habitat Recovery/Restoration

1. Spatially delineate priority areas for restoration, using criteria established in Step 2a. Priority areas for restoration should be delineated by treatment methods:
    a. Seeding priority areas
    b. Invasive annual grasses priority treatment areas (herbicide, mechanical, biological, combination)

    c. Priority areas requiring combinations of treatments (e.g., herbicide followed by seeding).
    d. Include tables, maps or appropriate info.
2. Identify coordination needed between renewable resource, fire management, and fuels management staff to facilitate planning and implementation of restoration treatments.
3. Include a priority or implementation schedule for proposed restoration treatment

Fire Operations

1. Spatially delineate priority areas for fire suppression, based upon criteria established in Step 2a. Priority areas for fire operations should be delineated by type, such as:
    a. Initial attack priority areas
    b. Resource pre-positioning and staging priority areas
2. Spatially delineate areas where opportunities exist to enhance or improve suppression capability.
3. Spatially delineate areas where wildfire can be managed to achieve land use plan and COT objectives.

Post-Fire Rehabilitation

1. Spatially delineate priority areas for post-fire rehabilitation using criteria in Step 2a.
2. Priority areas for post-fire rehabilitation should be based on resistance and resiliency and pre-fire landscape sagebrush cover and include consideration of:
    a. Seeding priority areas
    b. Invasive annual grasses priority treatment areas (herbicide, mechanical, biological (herbivory or seeding),
    c. Priority areas requiring combinations of treatments (e.g., herbicide followed by seeding)
3. Identify coordination needed between renewable resource, fire management, and fuels management staff to facilitate planning and implementation of post-fire rehabilitation treatments.

This completes the assessment process and sets the stage for more detailed project planning and NEPA associated with implementing on-the-ground treatments and management changes.

Members of the FIAT Development and Review teams are listed in Appendix 5.

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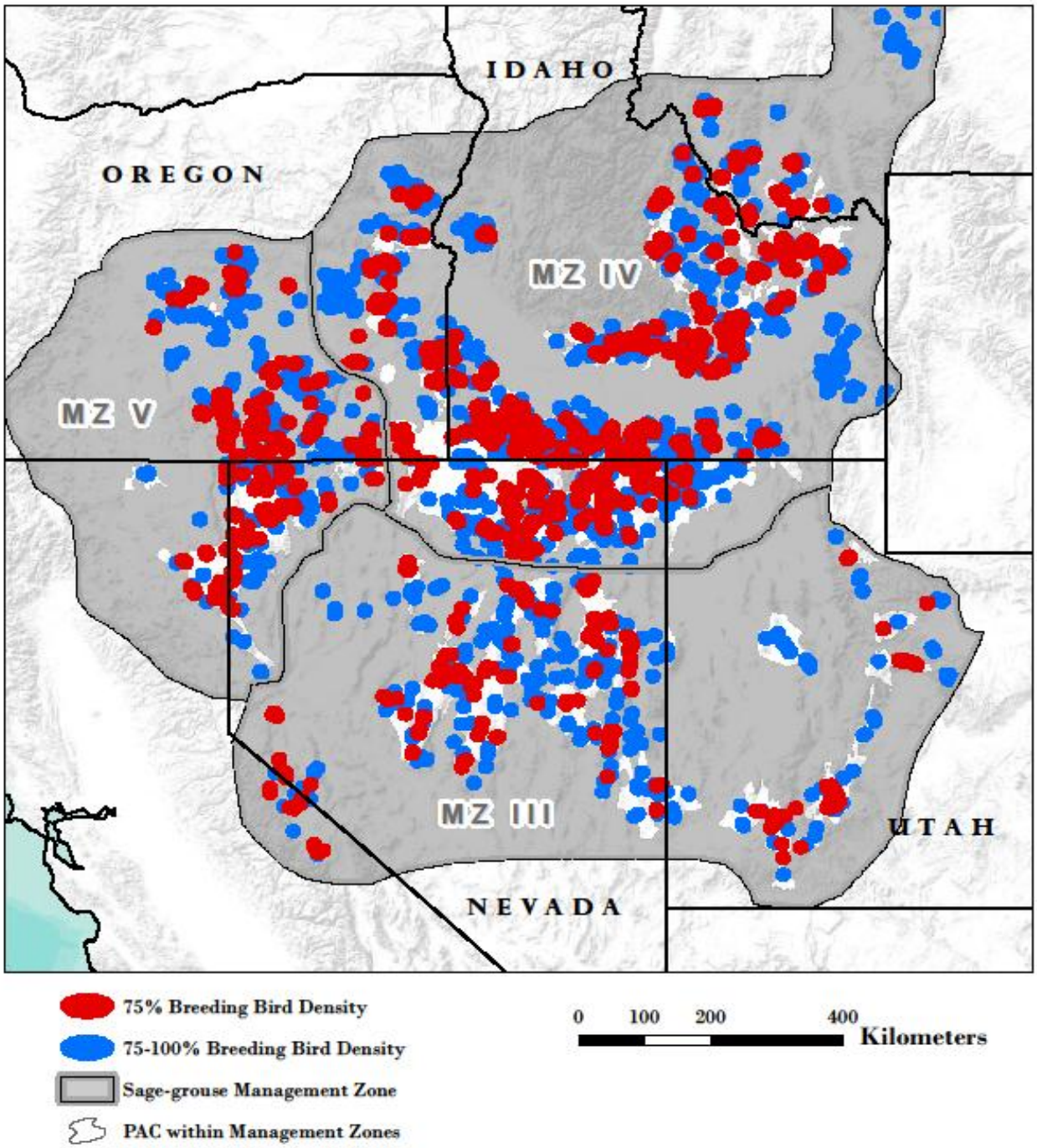
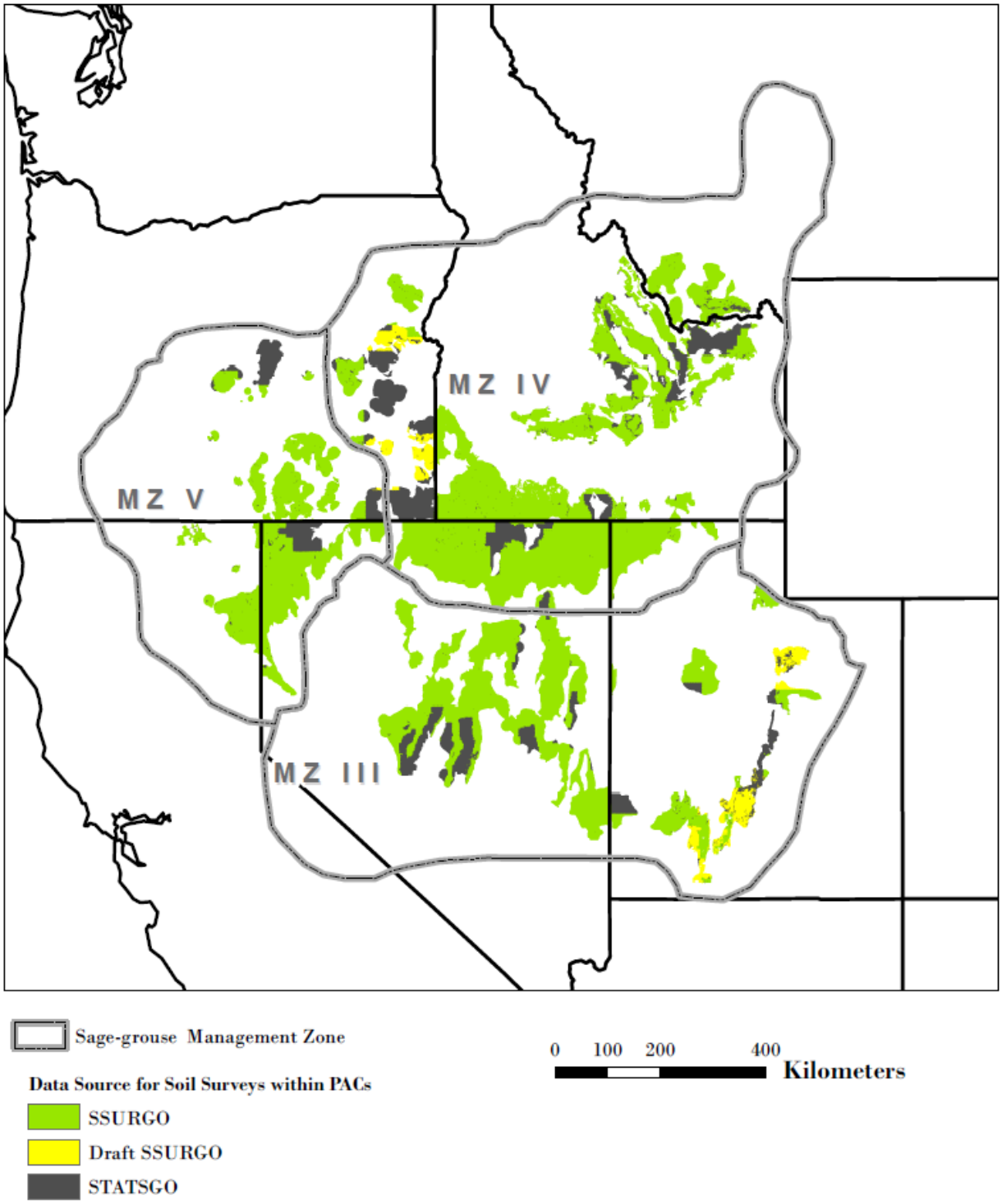
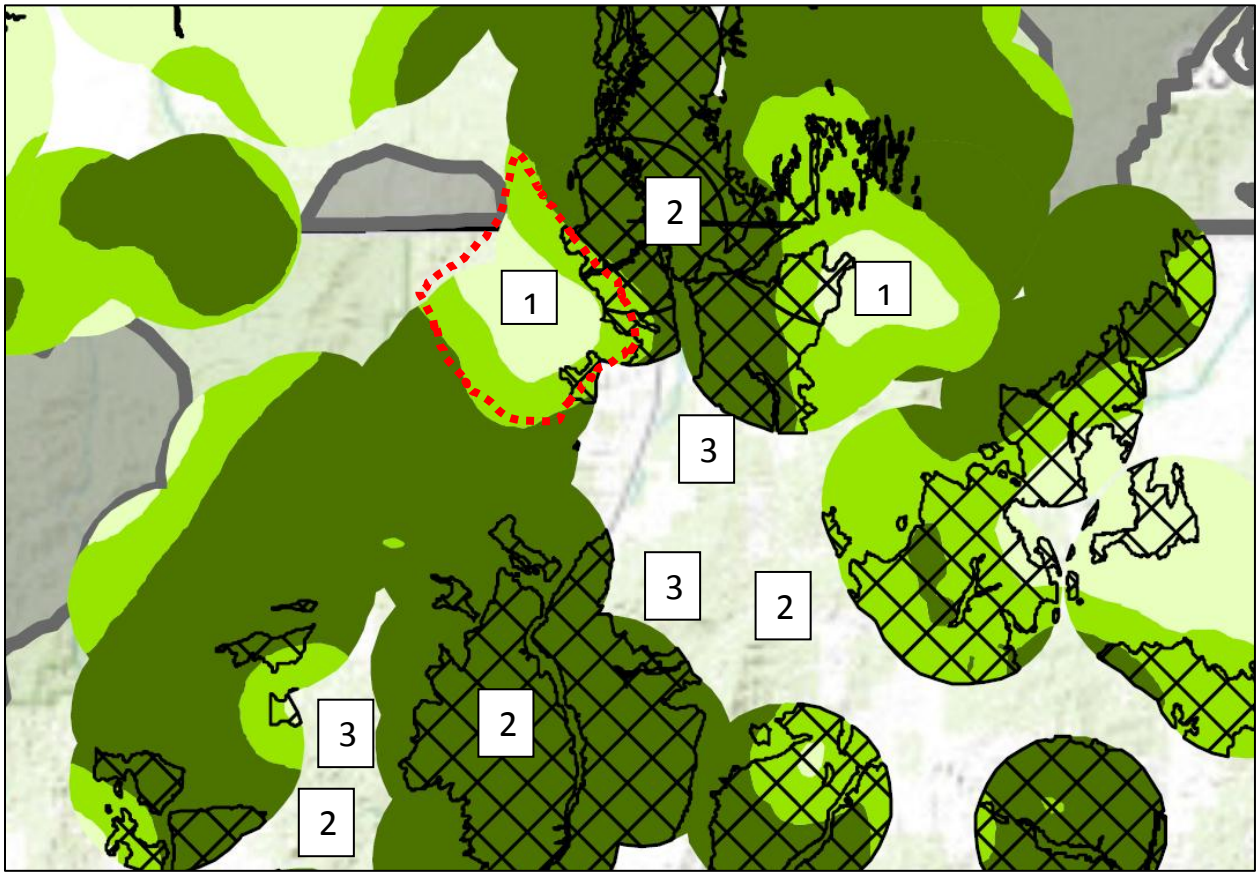
Appendix 1. Sage-grouse breeding bird density thresholds for 75% and 100% of the breeding birds, Management Zones, and PACs. Breeding bird density of 75 to 100% is included in this figure to provide context for local management units when making decisions concerning connectivity between populations and PACs.



Appendix 2. Gaps in SSURGO soil survey data in Management Zones III, IV, and V. STATSGO2 soil survey data used to fill these gaps.



Appendix 3. Example of potential management strategies applied to Wildfire/Invasive Annual Grass Scenario.



High Breeding Bird Density (75%)
Overlapping Warm & Dry Regime

Sage-grouse Management Zone

Sage-grouse High Prioirty PAC within Management Zones

High Sage-grouse Breeding Bird Density

> 65%

25-65%

< 25%

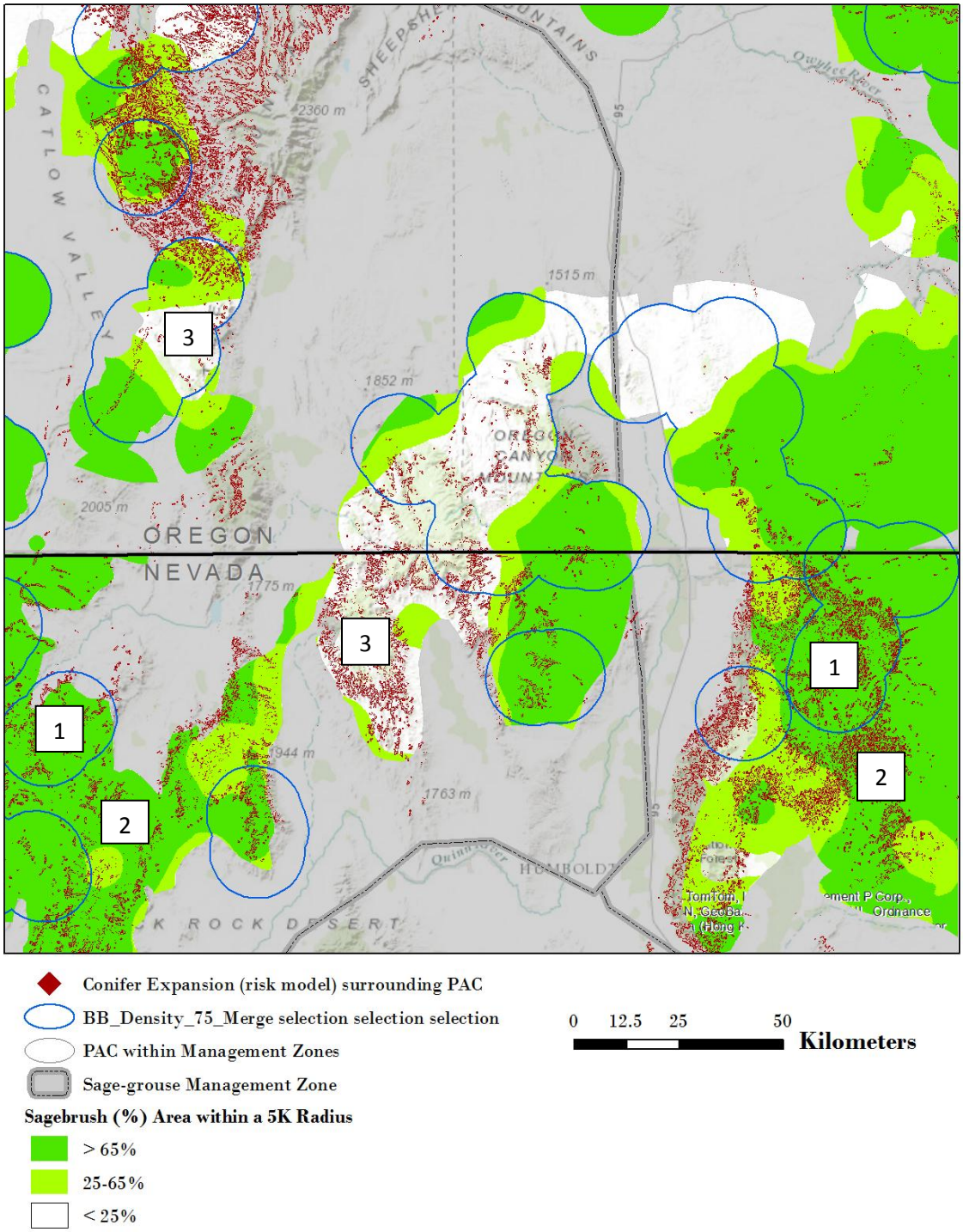
Sagebrush (%) Area within 5K Radius

1 High priority for habitat restoration and post-fire rehabilitation to restore connectivity.

2 High priority for fire suppression within and around area given >65% sagebrush landscape cover and low resistance/resilience.

3 High priority for fuels management to reduce likelihood of wildfires in low resistance/resilience habitat with >65% landscape cover.

Appendix 4. Management strategy example for Western Juniper expansion.



1 High priority (emphasis area) for juniper control (>25% landscape sagebrush cover & 75% BBD)

2 Moderate priority (emphasis area) for juniper control (>25% landscape sagebrush cover)

3 Very low priority (<25% landscape sagebrush cover)

Appendix 5. Members of FIAT Development and Review Team

Development Team

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