



88046094



United States
Department of the Interior
Bureau of Land Management

Prineville District Office
185 East Fourth Street
Prineville, Oregon 97754



Summary of Preferred Land Use Alternative and other alternatives

Brothers Land Use Plan and Grazing EIS



SF
85.35
.07
P756
1982

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

ID 88046094

SF
85,35
07
P756
1982



United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Prineville District

This brochure summarizes the preferred land use alternative and other alternatives developed for the Brothers Planning Area management framework plan (MFP) and the Brothers grazing environmental impact statement (EIS).

The Brothers MFP will guide the resource management programs on approximately 1.1 million acres of public land in the Prineville District for the next decade. The plan consists of:

- Final District Manager land use decisions for the lands, minerals, forestry and recreation programs.
- Area Manager land use recommendations to the District Manager for the range management, watershed and wildlife programs. These recommendations will be analyzed in the Brothers Grazing EIS, which is scheduled for completion in September 1982.
- District Manager wilderness area recommendations to the Oregon State Director. These recommendations, along with other information, will be used in developing a statewide wilderness EIS, scheduled for completion in 1984.

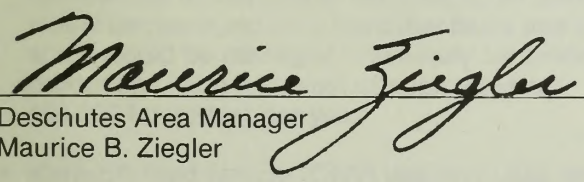
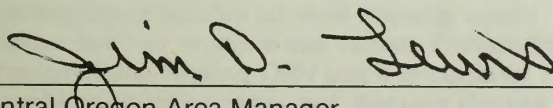
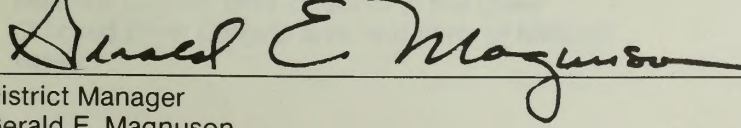
Following completion of the grazing EIS, and consultation with affected users and interest groups, decisions for the range management, watershed activities and wildlife, will be finalized and implementation programs initiated. Information on the grazing EIS "scoping" process and alternatives to be covered in that EIS are included in this document.

The land use recommendations outlined for the wilderness activity, along with other information, will be considered when a proposed action is selected for a statewide wilderness EIS, scheduled for completion in 1984. Criteria included in the Bureau's wilderness study policy will be used to develop statewide recommendations on areas to be included in the national wilderness preservation system.

Public involvement is an essential step in the BLM planning process to ensure that future management serves the public interest. Public input, both formal and informal, has been used to collect social, economic and resource information, identify issues, formulate planning criteria, and develop the preferred alternative for the MFP and additional alternatives for the grazing EIS. This input is being used to help BLM manage your public lands.

The preferred alternative presented in this summary was developed from the three land use alternatives: Alternative I - Commodity Production (maximize local personal income); Alternative III - Amenity Enhancement (emphasize protection of natural systems and amenity values); and Alternative II - Mid Range (balance economic uses and natural system protection).

This brochure provides an opportunity for citizens, as well as organizations and agencies, to participate in the next scheduled stages of the planning process - preparation of the Brothers grazing EIS and the statewide wilderness EIS. It also summarizes land use decisions that have been made at this time.

 Deschutes Area Manager Maurice B. Ziegler	2-23-82
 Central Oregon Area Manager Jimmy D. Lewis	2-23-82
 District Manager Gerald E. Magnuson	2-24-82

BLM LIBRARY
 RS 150A BLDG. 50
 DENVER FEDERAL CENTER
 P.O. BOX 25047
 DENVER, CO 80225

TABLE OF CONTENTS

	Page
Summary of Preferred Alternative	1
Public Involvement Opportunities	2
Planning Area	2
Resource Program Narratives for Preferred Alternative and Other Alternatives Considered	3
Consistency with State and Local Land Use Plans	12
Summary of Proposed Action and Alternatives to be Analyzed in the Brothers Grazing EIS	14
Appendices	
I BLM Planning Process	15
II Major Land Use and Resource Management Issues	16
III Original Land Use Alternative Goals and Objectives	16
IV Preferred Alternative Decision Criteria	18

SUMMARY OF PREFERRED ALTERNATIVE

The Prineville District Manager has selected a preferred land use alternative consisting of: (1) management decisions that can legally be made at this time; and (2) recommendations, which will be analyzed in an EIS before a decision can be made. The preferred alternative balances a variety of resource uses and provides protection of environmental values. The following is a summary of the decisions and recommendations:

Decisions That Have Been Made:

- continue to accommodate requests for road, utility and communication site rights-of-way, water facilities, airstrips, oil and gas rights-of-way and transmission lines.
- retain most lands with multiple use values in federal ownership while making lands available to local governments for community expansion. Considers land with agricultural potential for disposal on a case-by-case basis.
- pursue acquisition of legal access to high multiple use value public lands.
- facilitate orderly and timely development of mineral resources and make mineral materials available to the public and local governments based upon need and availability from other sources.
- propose continuing the 36,511 acre withdrawal of lands yielding obsidian and chalcedony materials in the Glass Buttes area, and obtain a withdrawal of approximately 18,000 acres for Liggett Table and Congleton Hollow areas to protect these lands for recreational rockhounding.
- reduce the area under intensive forest management by approximately 1,600 acres and lower the yearly allowable cut for the area by about 328,000 board feet per year. Of the 12,497 acres of commercial timberland in the area, 6,751 acres would be managed on a custodial basis and 5,746 acres would be managed intensively for timber production, with a harvest of approximately 463,000 board feet per year.
- allow off-road vehicle (ORV) use on public lands unless unacceptable adverse impacts would occur to other multiple use values. Provide for designations limiting ORV use if impacts or conflicts could be mitigated. Require closure to ORV's if no mitigating measures are possible. Maintain current ORV closures of the lower Crooked River Canyon area and parts of Millican Valley.

- prohibit surface disturbing activities in high aesthetic value areas, such as Prineville Reservoir, lower Crooked River Canyon and public land adjacent to all major highways and population centers, if the activity is evident in the characteristic landscape. Coordinate activities on the remainder of the public lands, to the degree practical, with visual resource management objectives.
- provide protection for areas known to contain cultural resource values.

Recommendations From Which Decisions Can Be Made After Completion Of Brothers Grazing EIS and the Statewide Wilderness EIS:

- propose development of an active rangeland management program consisting of range improvement projects, grazing management systems and, where necessary, adjustments in livestock grazing use. Included in the program would be approximately 164,276 acres of brush control, 102,433 acres of juniper control, and 54,155 acres of range seeding. Forage allocated to livestock would increase about 11 percent by 1988 and approximately 78 percent by the year 2000 provided improvements and management systems are implemented as scheduled.
- provide for improved watershed protection by leaving at least 60 percent of the average annual vegetation production, on most sites. Protect sensitive or fragile soils from disturbance and allow increased juniper control (approximately 102,433 acres) to enhance watershed values and provide other multiple use benefits.
- implement an active prescribed fire program on public lands in the Brothers area. Require evaluation of potential effects of wildfire on resource management objectives prior to initiating an aggressive fire suppression effort.
- maintain a high diversity of wildlife habitat by managing a majority of the rangelands in an ecological condition of 40 to 60 percent of site potential. Leave at least 60 percent of the average annual vegetative production on most sites to satisfy the forage, cover and habitat needs of wildlife species.
- allocate sufficient forage to deer, elk and antelope to fully satisfy the management objectives established by the Oregon Department of Fish and Wildlife, provided the site potential is available for desired numbers during the periods of the year the areas are used.

- establish priority consideration for crucial wildlife habitat in the design and implementation of grazing systems and vegetation manipulation projects. Establish priority consideration for threatened and endangered species in all cases where conflicts occur with other resources. Maintain habitat for sensitive species to ensure these species are not adversely affected to the point they become threatened.
- riparian areas would be protected and managed to provide full vegetative potential, where multiple use benefits warrant fence construction and maintenance. On those areas where fencing is not feasible, livestock use would be managed to achieve 60 percent of vegetative potential.
- recommend one wilderness study area (WSA) and portions of three others to be considered for inclusion in the State Director's statewide list of areas to be recommended for designation as wilderness. These include: Badlands (OR-5-21), South Fork (OR-5-33), Sand Hollow (OR-5-34), and Gerry Mountain (OR-5-35).
- recommend three wilderness study areas, including North Fork (OR-5-31), Hampton Butte (OR-5-42), and Cougar Well (OR-5-43) be excluded from the State Director's statewide list of areas to be recommended for designation as wilderness.

Additional details regarding the preferred alternative are included in the resource program narratives and tables of the following sections.

PUBLIC INVOLVEMENT OPPORTUNITIES

Active public involvement has been an integral part of the development of the Brothers management framework plan. The BLM has worked closely with the Prineville District Advisory Council, resource interest groups, federal agencies, state and local governments, individual users and the general public in the planning effort. (Appendix I outlines the planning process used). Specific steps which involved detailed public input have included: resource issue identification (listed in Appendix II); development of goals and objectives for the land use alternatives considered in the process (see Appendix III); and development of the preferred alternative. (see Appendix IV for decision criteria.) A summary brochure outlining three planning alternatives was issued in early September and mailed to over 400 citizens, interest groups and governmental agencies.

A number of meetings, both on an individual basis with involved participants and with the general public, were held to assist BLM in developing the

preferred alternative for the Brothers area. There were three general public meetings and a session with the Prineville District Advisory Council. The meeting types, locations and dates were as follows:

Meeting Type	Location	Date
General Public	Portland	9/21/81
General Public	Prineville	9/22/81
General Public	Bend	9/23/81
Advisory Council	Prineville	9/24/81

In addition to the public meetings, the BLM accepted written comments on the land use alternatives. A total of 61 responses were received. A large number of very constructive comments were received from the public and all were carefully considered. The BLM has prepared a summary of public comments received. It is available upon request to the District Office.

In addition to serving as a forum for public input into the land use plan, the public meetings were used to "scope" the Brothers grazing EIS. This process consisted of issue identification for those items related to grazing, and consideration of additional alternatives to be included in the grazing EIS. The results of the scoping effort are outlined in a later section of this brochure.

Planning Area

The Brothers Planning Area located in Central Oregon consists of approximately 1.1 million acres of public land in Crook, Deschutes, and small parts of Lake and Harney Counties.

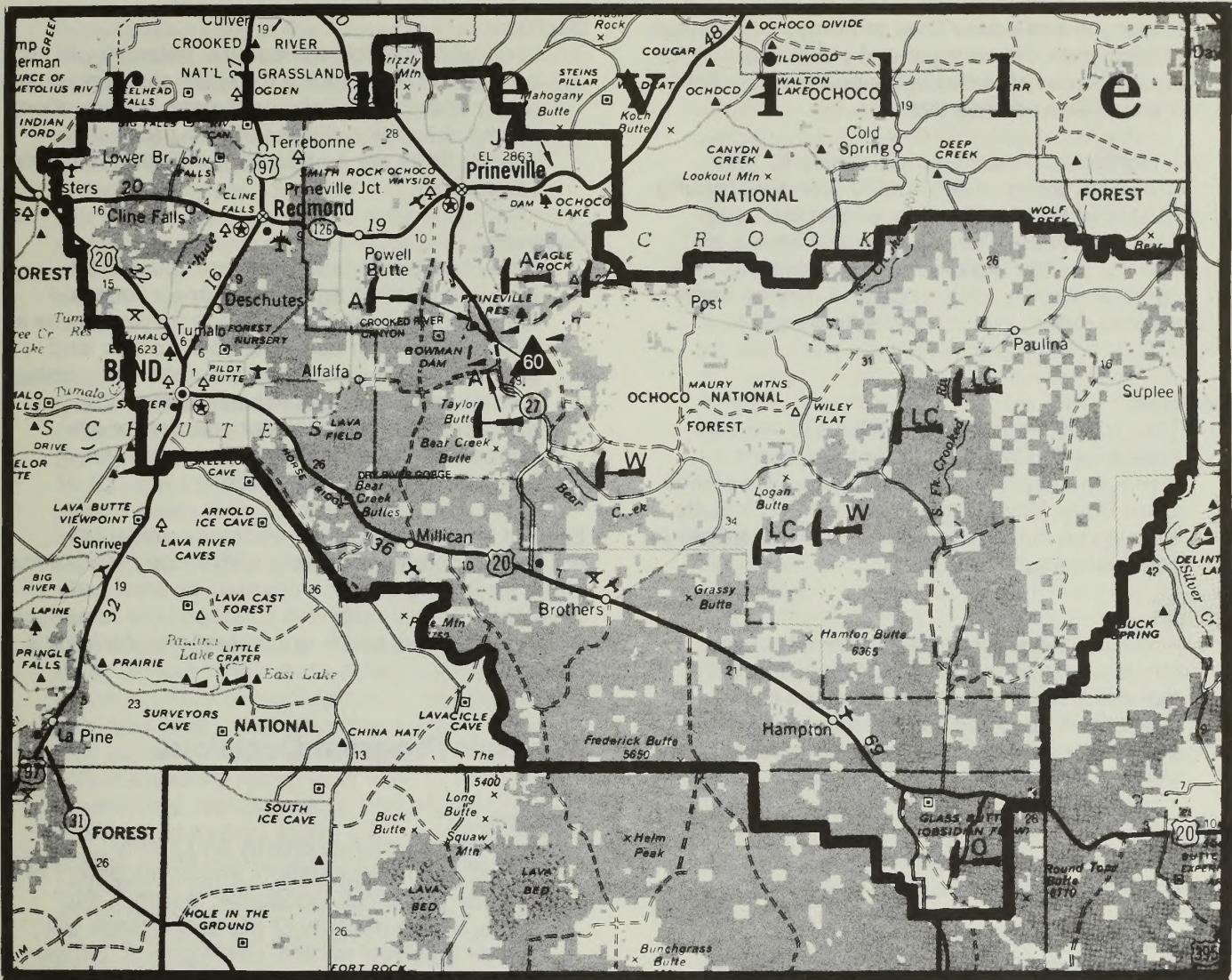
Topography is flat to rolling with elevations generally between 3,000 to 6,000 feet. Most of the soils are volcanic in origin. Vegetation consists of grasses, forbs, sage or other brush species, juniper, and some pine and other coniferous species.

There is a large demand for road and utility rights-of-way in the Prineville, Bend and Redmond areas. Much of the public lands are under lease for oil and gas exploration and/or geothermal energy.

Most of the BLM land in the Brothers Planning Area is grazed by livestock. There are 126 grazing permits under which some 74,000 AUM's are harvested annually.

The present average annual timber harvest in the Brothers Area is approximately 790,000 board feet. The forest lands are primarily located along the southern edge of the Ochoco National Forest.

The BLM watershed program is designed to increase vegetative cover, provide for protection of the highly erosive soils in the uplands and provide better protection of riparian zones. The public lands are an important part of the watershed for the Crooked River and Prineville Reservoir.



Shaded area inside boundary line is public land managed by BLM. The public land involves approximately 1.1 million acres.

Resource Program Narratives for the Preferred Alternative Decisions and Recommendations

Decisions Made and Rationale

Lands Program Decisions

Approximately 337 species of wildlife, including fish, reptiles, birds and mammals that are dependent on a wide range of habitats, are found in the Brothers area.

There is one developed recreation site and numerous undeveloped sites along the Crooked River south of Prineville. Fishing, hunting, rock-hounding, sightseeing and other recreational resources attract approximately 235,000 visitors annually.

The area contains numerous cultural and historical sites. Other values such as botanical and paleontological resources, and semi-precious stones are also found in the area.

Decision:

BLM will continue to accommodate requests for road, utility and communication site rights-of-way, water facilities, airstrips, oil and gas rights-of-way and a possible new east-west Bonneville Power Administration (BPA) utility corridor indicated in the 1979 Northwest Power Corridor Study. Rights-of-way will be restricted to existing corridors, whenever possible, and adverse effects on other resources will be mitigated to the degree possible.

Rationale:

The lands program in the Brothers Planning Area is primarily concentrated around the urban areas of Prineville, Bend and Redmond. There is a large demand for rights-of-way for roads and

telephone and power lines to homes adjacent to public lands. There is general public support for such actions, provided appropriate stipulations are applied and enforced.

A Northwest Power Corridor Study in 1979 showed a potential BPA utility corridor crossing BLM land north of Paulina, across the south boundary of the Ochoco National Forest, and into the Grizzly Station north of Prineville. The corridor study is long range and may be implemented during the life of this land use plan.

Decision:

The Grizzly Mt. communication site will continue to be maintained under the current management plan. Hampton Butte, Glass Butte, Cline Butte, West Butte, and Bear Creek Butte will also be managed as existing or potential communication sites.

Rationale:

Acceptable sites are essential for effective communication in Central Oregon. The BLM has identified the above as strategic communication sites and will attempt to accommodate needs for this type of location in the foreseeable future.

Decision:

Public lands will be made available to local governments for community expansion.

Rationale:

Certain parcels of land around community centers have been identified as having the highest and best use for such purposes. In the past both the cities of Redmond and Bend have indicated a need for public land to develop public service facilities. The land needed for expansion should be noted and approved in local comprehensive plans. Comments received from the Prineville District Advisory Council favored this decision.

Decision:

The acquisition of legal public access, across private land to reach isolated tracts of public land, will be pursued when it is cost effective or in the public interest to do so. Large parcels of land with high resource values will receive top priority.

Rationale:

Demand for access for rockhounding, fishing and hunting on public lands is high in the Brothers Area, and many areas have no legal access. The BLM will identify and work to obtain legal public access to the high priority areas.

Decision:

Land with possible agricultural potential will be considered for disposal if: (1) the state engineer recognizes the availability of water for irrigation; (2) the soils are suitable for crop production; and (3) there are no serious conflicting resource values.

Rationale:

Some tracts of public lands are situated adjacent to existing agricultural operations and would possibly be conducive to cultivation, as a higher and better use. Availability of the land would be dependent upon a number of factors, including multiple use values present, the availability of reliable water sources for irrigation and the suitability of the soils for irrigation and crop production.

Each of the lands program decisions presented above is generally consistent with recommendations in the three land use plan alternatives previously developed. Public response surfaced little or no adverse comment to the original recommendations presented.

Minerals Program Decisions

Decision:

In order to facilitate orderly and timely identification, exploration, and development of mineral resources, (locatable, leasable, and saleable) the majority of the public lands will remain open for mineral development. Stipulations will be attached to the leases and operating plans to protect other resource values. Existing withdrawal review will consider retaining only those withdrawals that are needed to protect values that can not be protected by other means. All other lands will be returned to multiple use.

Rationale:

The nature of mineral deposits is unlike that of most other resources. Whereas other resources normally are visible on or near the ground surface, nearly all minerals are buried with little surface manifestations. Flexibility must be maintained to allow for future exploration and production efforts due to changes in demand, prices, technology and availability of mineral resources. This flexibility will be maintained by keeping the majority of the public lands open to exploration and development, with appropriate protective stipulations.

In the past few years, there has been an active oil and gas leasing program in the Brothers area. Almost all public land has been or is under application to be leased, with the exception of a few areas around Glass Butte in the far southeastern corner of the planning area. Other

mineral resources in the Prineville District include bentonite, cinders, gravel, float rock and geothermal resources. The availability of private mineral material sources will be considered in decisions on maintenance and/or development of BLM community pits for gravel and other saleable minerals. The BLM will continue to work with county, state and federal agencies to locate and provide mineral materials to reduce construction and maintenance costs. This decision is consistent with the mineral objectives of alternative II.

Decision:

Continue the 36,511 acres obsidian and chalcedony mineral entry withdrawal on Glass Butte. Obtain withdrawals of approximately 18,000 acres in the Liggett Table and Congleton Hollow areas from location for obsidian and chalcedony mineral entries under the General Mining Laws of 1872, as amended.

Rationale:

This action is desired to protect and manage these lands for recreational rockhounding use, which is a very popular activity in the Brothers Planning Area. The area around Glass Butte was withdrawn from mineral entry for obsidian and chalcedony minerals in 1967 to provide for recreational rockhounding. The additional withdrawals in the Liggett Table and Congleton Hollow areas would be limited to obsidian and chalcedony minerals and all other minerals would remain open to location. This decision is consistent with Alternative III (Amenity Enhancement).

Recreation Program Decisions

Decision:

Pursue acquisition of legal public access to isolated public lands containing high quality recreation resources. Identification of public lands will be improved by an on-the-ground signing program and through information sources such as maps and brochures.

Rationale:

There is presently no legal public access to approximately 73,000 acres of public land in the Brothers Planning area. Of the 73,000 acres, there are about 12,180 acres in eight different blocks which offer high value recreation opportunities such as hunting, ORV use, fishing or rockhounding. By acquiring access to the high value lands, some of the increasing demand for recreation opportunities would be met. Through better identification of BLM managed lands, the general public can become more familiar with the areas and reduce trespass occurrence on private lands.

Decision:

The 94 square mile Millican Valley area will continue to be available for limited ORV activities, including organized competitive and random use. Prineville Reservoir has been designated as a limited use area, and the Lower Crooked River Canyon will continue to be closed except for existing roads and trails. The remainder of the public lands in the Brothers area will be designated as open to off-road vehicle use. If unacceptable adverse impacts occur in the future to other multiple use values, the affected area will be redesignated as limited or closed. If such impacts occur but can be mitigated, limited ORV use (i.e., use with seasonal or other restrictions) will be allowed. If adequate mitigation of impacts is not possible, the area will be closed to ORV use.

Rationale:

There was considerable public discussion regarding ORV use on the Brothers Area public lands. While most recognize controlled ORV use as a legitimate use, there is strong feeling that ORV's may be highly detrimental to many other multiple uses. The BLM recognizes ORV use as a legitimate use of the public lands and will allow such use consistent with the management and protection of multiple use values. It is necessary to maintain the existing ORV designations to protect identified environmentally sensitive areas.

Decision:

Public rockhound areas will continue to be maintained for public use. Where necessary, public access will be improved and mechanical equipment will be used to systematically expose collectable material.

Rationale:

There is a large demand for access to rockhounding areas and materials in the Brothers Planning Area. The BLM will attempt to make these areas and the collectable materials more readily available to recreational rockhounders.

Decision:

Surface disturbing activities will be restricted or prohibited in high aesthetic value areas, such as Prineville Reservoir, the Lower Crooked River Canyon and public land adjacent to all major highways and population centers, unless the activity can be completed without being evident in the characteristic landscape. Activities on the remainder of the public lands will be coordinated, to the degree practical, with the BLM visual resources management objectives.

Approximately 286,000 acres which possesses high scenic quality will be managed so that soil and vegetation disturbances are not evident in the characteristic landscape. Areas with moderate scenic quality (approximately 506,000 acres)

will be managed to allow projects or land treatments to be evident, but not dominate, features on the landscape. Areas with low scenic quality (approximately 308,000 acres) will be managed so that changes caused by projects, etc., are not conspicuous.

Limited areas will be considered for rehabilitation to enhance the visual qualities.

Rationale:

It is BLM policy that visual resource considerations will be included in land use plan decisions, environmental assessments and in the implementation of resource projects. The land is grouped into management classes which determine the degree of modification allowed to the basic elements of the landscape. The above decision, follows the mid-range alternative (Alternative II) which called for 286,000 acres in Visual Resource Management (VRM) Class II, 506,000 acres in VRM Class III, and 308,000 acres in VRM Class IV. Additional information on the VRM classes and detailed maps showing the classification of specific areas are available at the Prineville District Office.

Decision:

The day use recreation sites along the Lower Crooked River will be maintained and improved according to the Lower Crooked River Canyon Recreation Management Plan. Certain areas will be blocked off for protection from ORV damage.

Rationale:

The lower Crooked River plan calls for roads leading to the river bank to be blocked off to maintain the bank stability and water quality. The plan also provides for improved sanitation and parking areas. This plan is available for inspection at the Prineville District office.

Implementation of the plan will make the Lower Crooked River Canyon, which receives a high degree of use every year, a more desirable place to camp, fish and visit.

The above recreation program decisions are consistent with the objectives of the mid-range alternative (Alternative II).

Areas of Critical Environmental Concern Program Decisions

Decision:

No area of critical environmental concern (ACEC) will be designated in the Brothers Planning Area at this time.

Rationale:

Although there were two areas identified for potential designation in land use alternatives II

and III (Logan Butte and an ecological reference area), analysis by the BLM, and consideration of public comments, resulted in the decision to accept the Alternative I recommendation of no ACEC's at this time.

The Logan Butte area, which consists of colorful rock formations and some paleontological values was proposed for ACEC designation. However, further analysis of the area by the Districts' ACEC interdisciplinary team failed to identify existing or potential uses which would warrant special protective or management status. The area is presently being managed to protect the scenic and paleontological values, and sufficient protective stipulations are available to prevent adverse impacts in the area. If, at some future time, additional protection, or a special management status designation is warranted, an ACEC or other designation could be applied to the area.

The small ecological reference area near Glass Butte, which has been protected from livestock grazing for approximately 30 years, gives the BLM and other research and management agencies a useful comparison area to study the effects of grazing exclusion from a sagebrush-grass community. However, it is not an exceptionally unique area from an ecological viewpoint and it will continue to be protected without ACEC status.

Two other areas of public land, one near Prineville Reservoir and another on Buck Creek adjacent to the Snow Mountain Ranger District, were also nominated for consideration as ACEC's. Although the BLM recognizes the resource values associated with each area and will apply special management considerations to each one, the interdisciplinary team and Area Managers felt that neither qualifies for ACEC designation.

Forestry Program Decision

Decision:

Remove an additional 1,617 acres of commercial timberland from the present allowable cut base of 7,363 acres. These acreage withdrawals include 100 foot wide buffer strips on either side of all perennial streams, and a protective area for the North Fork of the Crooked River that corresponds to the present North Fork WSA. Reduce the allowable cut on the remaining base acreage (5,746 acres) 25 percent to accommodate multiple use constraints.

Rationale:

The riparian zones in the forest fringe areas are very important for wildlife habitat and watershed, and 100 foot buffer strips will help protect these areas. The North Fork of the Crooked River is a unique area having resource values which would be impaired unless protected.

Multiple use constraints (e.g., reduced thinnings, snag recruitment, wildlife thicket protection, etc.) that will be applied to the remaining commercial timberland base of 5,746 acres are expected to decrease productivity approximately 25 percent from the level used in the original allowable cut calculation. This would reduce the rate of harvest from 107 board feet/acre/year to 80 board feet/acre/year. This rate applied to the base of 5,746 acres would produce an allowable cut of approximately 463 thousand board feet/year (mbf/yr). A summary of the withdrawals and area remaining in the allowable cut base is shown in Table 1. Table 2 outlines the allowable cut figures for the area.

A number of factors were taken into consideration in the decision on management level and allowable cut for the Brothers Planning Area. Factors considered included the physical condition and productivity (both present and potential) of the forested lands, multiple use values within the areas, and public input received during the planning process.

After careful analysis of the situation, the District Manager felt the allowable cut should be reduced for the following reasons:

Table 1. Timberland Summary - Brothers Planning Area

	Acres
Commercial timberland -	12,497
Previous Withdrawals:	
Dry River Planning Unit	3,851
Maury Mountains	59
Bronco Creek	371
North Fork Canyon	<u>853</u>
	5,134
Additional Withdrawals Under Preferred Alternative:	
Buffer strips	360
North Fork Crooked River WSA	<u>1,257</u>
	1,617
Previous Withdrawals	5,134
Additional Withdrawals	<u>1,617</u>
Total Withdrawals	6,751
Commercial Timberland Acreage	12,497
- Total Withdrawals	<u>- 6,751</u>
Allowable Cut Base for Preferred Alternative	5,746

Table 2. Allowable Timber Harvest, Brothers Planning Area

	mbf/yr ¹
Present allowable harvest	791
Reduction ²	<u>- 328</u>
Preferred alternative allowable harvest	463
Percent reduction from present harvest	41%

¹ mbf/yr = thousand board feet/year

² reduction includes both 173 mbf for buffer strip and WSA acreage withdrawals and 155 mbf for 25 percent multiple use constraints.

1. The forested lands within the Brothers Planning Area are generally in a transition zone between the heavily forested areas of the Ochoco National Forest and the lower non-forested sagebrush-juniper lands in BLM and private ownership. The lands are not generally considered highly productive timberlands and a reduction in the annual allowable cut of 328 mbf/yr would not be significant to regional timber supplies or the local economy.
2. There are a number of multiple use values within the forested areas that would be affected by the rate of timber harvest. The area provides valuable wildlife habitat for a number of animal species. Streams and streamside zones are particularly important for the fishery resource and many species of wildlife. There is substantial recreation use in the forested areas, related primarily to the aesthetic values and the fish and wildlife resources available.

Increased protection of perennial streams with buffer strips, prohibition of timber harvest in the North Fork WSA, enhancement of wildlife habitat by leaving some mature trees for future snags (termed snag recruitment), and protection of some potential thinnings to provide thermal and escape cover for wildlife, are included in the actions that will change the management level of the timbered areas and reduce the allowable yearly cut.

3. Public comment on the land use alternatives generally favored significantly reducing or eliminating the yearly allowable cut requirement for the Brothers area. The Prineville District Advisory Council made a specific recommendation to eliminate the required yearly cut and substitute management of the forested stands based upon multiple use values in the area.

The decision for the forestry resource reaches an adequate balance between Alternative II (maintenance of existing cut and management level) and Alternative III (allowing timber harvest

only where there are no conflicts with other resources). By reducing the required yearly harvest, there will be less potential for conflicts with multiple use values, while still retaining a reasonable level of timber harvest. The timberlands removed from the allowable cut base (6,751 acres) would still be subject to timber sales, based upon the multiple use considerations and the need to maintain a healthy forest.

Proposed Recommendations and Rationale

Range Management Program

Recommendation:

The BLM will develop, over the next five to seven years, an active rangeland management program to maintain and/or improve ecological range conditions. The program will consist of installing range improvements, implementing grazing management systems and, if necessary, adjusting grazing use. Included will be approximately 164,276 acres of brush control, 102,433 acres of juniper control and 54,155 acres of range seeding. The program provides for an initial increase in forage allocation to livestock of approximately 11 percent above current levels after completion of the Brothers Grazing EIS. An increase of approximately 78 percent by the year 2000 is projected, provided the improvements and recommended grazing management systems are implemented as scheduled and range conditions improve as predicted.

Rationale:

Although significant progress has been made in improving range conditions and forage availability in the Brothers area, there is a need for further improvement of conditions to provide benefits for wildlife, watershed protection, livestock grazing and other multiple use values. Approximately 18 percent of the area is presently in poor ecological range condition, serious erosion problems exist in areas such as Camp Creek and Bear Creek, and forage production for wildlife and livestock is only slightly more than 50 percent of the estimated potential productivity.

Recommendation:

Methods utilized to control sagebrush and juniper, will include prescribed burning, spraying and individual cutting. The specific method will be chosen based upon soil and vegetation conditions, resource values involved (e.g. crucial wildlife habitat), and objectives to be accomplished by the control practice. Control work will be very limited in crucial game winter areas and projects will be designed to leave substantial areas (e.g., 20-30 percent) untreated for wildlife escape cover and edge effect. In areas where remnant grass and desirable browse species are not adequate for natural plant regeneration, seedings will be

undertaken to return the area to a desirable vegetation community within a reasonable timeframe (i.e., 10-20 years). Periodic recontrol of brush species by prescribed fire or other methods may be necessary to maintain the desired plant community.

Rationale:

Past overgrazing and control of wildfire has resulted in dramatic increases of sagebrush and/or juniper over much of the Brothers area. Even though these species are generally a natural component of the ecosystem and desirable for habitat diversity, their dominance over other vegetative species has reduced the plant community value for wildlife, watershed protection and livestock forage. Brush conversion to healthy stands of grass, forbs, and shrubs will improve the forage for livestock and wildlife and also help improve the watersheds.

Recommendation:

Grazing management systems will continue to be implemented on a case-by-case basis within the area to improve and/or maintain the rangeland in the desired ecological condition class. Specific systems for grazing allotments will be developed, in consultation with the livestock operator, Oregon Department of Fish and Wildlife and other interested groups or individuals, following completion of the Brothers grazing EIS.

Rationale:

Research throughout the western U.S., and experience gained by BLM in the Brothers area during the past 15 years, has shown that some type of rotation or deferred grazing is essential to proper range management. Cooperation in development of grazing management programs with all involved parties is essential to the success of the program. The BLM will cooperate with affected interest and user groups to ensure the grazing plans are sound, and designed to improve the rangeland resources.

Recommendation:

Adjustments in grazing use (either reductions or increases) will be implemented in connection with installation of range improvements and/or implementation of grazing management systems.

Rationale:

Available resource information indicates that 42 allotments have acceptable range conditions and forage availability to justify increases in livestock grazing use, 17 allotments do not have satisfactory conditions and are in need of reductions in use, and 118 allotments currently are being used in line with present forage productivity. All adjustments in use will be made in accordance with applicable federal grazing regulations. Rangeland monitoring studies will

be implemented to provide additional data on proper stocking levels and range conditions.

As reflected in Tables 3 and 4, the preferred alternative generally falls between Alternatives II (mid range) and III (amenity enhancement) for most of the range management actions. The Alternative II increase in initial livestock forage allocation remained virtually unchanged and the long term allocation projection was reduced from 89 to 78 percent above current use levels (Table 3). The decrease in long term forage availability for the preferred alternative reflects reduced acreages of brush control and seeding on crucial wildlife habitat and the decision to manage a majority of the range sites to maintain a wide plant species diversity (i.e., 40 to 60 percent of site potential).

The mid-range alternative (Alternative II) acreages were chosen for brush control and range seeding with additional crucial and important wildlife habitat removed from the proposed control acreages (a 64,455 acre reduction in brush control, and a 16,850 acre decrease in range seeding (see Table 4). In

response to favorable public comments, the preferred alternative for juniper control (102,433 acres) will approach the Alternative I proposal of approximately 107,320 acres. This is about one-third of the juniper woodland in the Brothers planning area.

Watershed Program

Recommendation:

Sufficient vegetation (at least 60 percent of the average annual production) will be left on most sites to provide necessary watershed protection and satisfy the overall needs of wildlife species. Wherever possible, sensitive or fragile soils will be protected from disturbance in order to provide cover for the soil surface, and to maintain soil fertility, stability and productivity. Juniper control will be increased to approximately 102,433 acres to enhance watershed values and provide other multiple use benefits.

Table 3. Proposed Forage Allocation to Livestock

	Alternative I		Alternative II		Alternative III		Preferred Alt.	
	1981	2000	1981	2000	1981	2000	1981	2000
Allocation (AUM's ¹)	83,731	202,003	82,945	141,930	81,888	106,344	83,087	132,795
Percent Change from Present ²	+12%	+169%	+11%	+89%	+10%	+41%	+11%	+78%

¹ Animal unit month (AUM) is the amount of forage necessary to support a 1,000 lb. cow and calf for one month (30 days).

² Present preference is 74,769 AUM's.

³ These figures were increased slightly (465-562 AUM's) from those presented in the September 1981 Alternative Summary document. They consist of AUM's available in several small allotments which are presently in a non-use status or small allotments not included in the earlier summary.

Table 4. Proposed Range Improvements

Project Type	Alternative I (acres)	Alternative II (acres)	Alternative III (acres)	Preferred Alt. (acres)
Brush Control	344,670	228,731	134,381	164,276
Juniper Control	107,320	83,372	48,655	102,433
Range Seeding	114,160	71,005	51,565	54,155

Rationale:

On-site maintenance of at least 60 percent of the average annual vegetation production will, in a majority of instances, provide necessary watershed protection for the soils within the Brothers area. In addition, this action will meet the majority of wildlife species needs for feeding, cover, and reproduction and will ensure vegetation retention in all structural layers of grass, shrubs, and trees to meet wildlife habitat diversity goals. In limited instances, where the range is in excellent ecological condition (76-100 percent of site potential) or under an intensive grazing management system, there may be less than 60 percent of the yearly production left on-site.

Recommendation:

In areas of sensitive or fragile soils (e.g., such as Bear Creek, Camp Creek, the South Fork of the Crooked River and other alluvial soils along perennial streams) special stabilization measures may be required. This may include complete protection by fencing, protection of stream banks by the cutting and selective placement of juniper trees, or other protective measures.

Rationale:

This action, in concert with the maintenance of on-site vegetation will provide protection for most of the sensitive and fragile soils. Increased juniper control will provide several watershed benefits. In several tributaries of Bear Creek, juniper trees have been placed to stabilize cut banks, and in some areas most juniper trees have been cut. This action has increased the growth of grass, helped stabilize the soil, and reduced runoff. Evaluation of juniper control programs have shown positive benefits to local watersheds. Watershed values will also be improved with the release of juniper suppressed springs and seeps, improvement of riparian habitat and stabilization of upland drainages.

The watershed recommendations for improving cover and protecting fragile soils are a combination of Alternatives II and III and reflect incorporation of numerous public comments. Increased juniper thinning is in accordance with Alternative I and was widely supported by the public, and by the Prineville District Advisory Council.

Wildlife**Recommendation:**

The BLM will accommodate wildlife in the Brothers area by developing and/or maintaining a high diversity of wildlife habitat. This will be accomplished by managing the majority of the range sites to maintain an ecological condition

of 40 to 60 percent of the site potential. Sufficient vegetation (at least 60 percent of the average annual production) will be left on most sites to satisfy the overall needs of wildlife species.

Rationale:

Approximately 337 different species of wildlife rely on public lands in the Brothers area for all or a portion of their year round habitat needs. An ecological condition of 40 to 60 percent of site potential generally provides the highest diversity of plant species within any given range site. High plant diversity is directly related to wildlife species diversity and high ecosystem stability. Habitat diversity is the primary method for meeting the highest recreational demand and widest species diversity. This recommendation is consistent with the wildlife objectives of alternative III (which provides for an optimum level of wildlife habitat).

Maintenance of an average of 60 percent of the annual vegetation production will meet the majority of the wildlife needs for feeding and reproduction. This will ensure vegetation retention in each of the structural layers of grass, shrub, and trees to meet the habitat diversity goals.

Recommendation:

Special management considerations will be made for those species of wildlife that consume significant amounts of forage, and those species of plants and animals that are classified as threatened or endangered. Forage will be allocated to deer, elk and antelope to fully meet the management objectives established by the Oregon Department of Fish and Wildlife, provided the range sites have the potential to support the desired numbers during the periods of the year the areas are used. Critical habitat will receive priority consideration in the design and implementation of grazing systems and vegetation manipulation projects (e.g., deer winter range). Threatened or endangered species management (plants and animals) will receive priority consideration in all cases where conflicts occur with other resources. The habitat for sensitive species (e.g., sage grouse and certain raptors) will be maintained to ensure that these species are not adversely affected to the point they become threatened.

Rationale:

Management objective numbers for deer and elk have been established, and numbers for antelope are presently being developed by the Oregon Department of Fish and Wildlife, for all game management units in the state. The management levels are developed with input from federal agencies (including BLM), local groups, and private citizens and they reflect population numbers to be maintained for a healthy, stable herd.

Federal law requires that land management goals assure the continued existence of federally listed threatened or endangered species. Bureau policy sets guidelines for the protection and enhancement of sensitive species whose range or population is limited. This recommendation implements the wildlife objectives of alternative III.

Recommendation:

Riparian areas would be protected and managed to provide full vegetative potential, where multiple use benefits warrant fence construction and maintenance. On those areas where fencing is not feasible, livestock use would be managed to achieve 60 percent of vegetative potential.

Rationale:

Riparian zone management and improvement is a major concern of BLM and the public. The public is solidly in favor of improved riparian area management, as evidenced by many comments received on the Brothers planning effort, both from the public and the Advisory Council. The riparian areas are used by over 85 percent of the 337 wildlife species in the Brothers area. Riparian zones also provide bank stability, reduced erosion, and water storage for aquifer recharge, along with critical wildlife habitat.

The recommendations for riparian zones will implement Alternative III, (complete protection of riparian zones) in areas where the benefits exceed the cost of fence construction and maintenance. In other areas, management will be designed to achieve objectives of Alternative II.

Wilderness Program

Recommendation:

The preferred alternative recommends one wilderness study area (WSA) and portions of three others be considered for inclusion in the Oregon BLM State Director's statewide list of areas to be recommended for designation as wilderness. The four include the Badlands (OR-5-21), South Fork (OR-5-33), Sand Hollow (OR-5-34) and Gerry Mountain (OR-5-35). The statewide recommendations will be analyzed in a wilderness EIS. The preferred alternative also recommends the following areas not be included in the statewide list of wilderness proposals: North Fork (OR-5-31), Hampton Butte (OR-5-42), and Cougar Well (OR-5-43).

Rationale:

The wilderness program generated considerable public comment, with views ranging from inclusion of all areas in wilderness (alternative

III) to consideration of no areas for wilderness designation (alternative I). The above recommendation follows the original Alternative II (mid-range) proposal in its entirety.

In analyzing the public comments, there was no overriding information presented to significantly change the original alternatives presented. The following narratives discuss the recommended action for each area and reasons for that recommendation:

Badlands (OR-5-21) 32,053 acres

This area is proposed for wilderness designation with several boundary adjustments. The boundary of the area was modified in the northwest corner and north side to enhance the manageability of the area. The eastern boundary was also modified because of manageability problems due to the flat, open nature of the land and impacts from prior woodcutting and ORV use. This proposal would reduce the overall acreage by approximately 9,000 to 23,053 acres.

South Fork (OR-5-33) 19,631 acres

This area is recommended for wilderness designation and proposed for combination with the Sand Hollow WSA (OR-5-34) to form one larger area. This combination would require closure of the road along the western boundary of the WSA. The South Fork WSA is a manageable block of public land, which allows essentially unrestricted movement throughout the area. The area also possesses a variety of landscape features which add to the other wilderness characteristics.

Sand Hollow (OR-5-34) 8,791 acres

It is recommended that this area, with one boundary modification, be designated as wilderness and that the road along the eastern boundary be closed. The area could then be combined with the South Fork WSA (OR-5-33) to form one larger area.

The recommended boundary modification would exclude approximately 500 acres along the western edge of the area. The area proposed for exclusion is a crested wheatgrass seeding which is highly unnatural in character. The adjacent private land and county road adds to the evidence of mans activities in this area. The recommendation would move the boundary east to the existing fence and rimrock, currently a natural boundary for the area. The remainder of the Sand Hollow WSA is a well blocked, manageable tract of public land with wilderness qualities.

Gerry Mtn. (OR-5-35) 20,700 acres

This WSA is generally a manageable unit of public land with no private land inholdings and only a few unnatural encroachments to the wilderness character. It is recommended that the WSA be accepted with two modifications to the boundary. A 2,020 acre area on the north edge of the WSA is proposed for exclusion because of manageability

problems and unnatural encroachments. This area is somewhat isolated from the main body of the WSA by a "finger" of private land and natural rimrocks and includes a crested wheatgrass seeding. A powerline, an old constructed fire line, bentonite deposits, mining claims, and an adjacent ranch headquarters and bentonite plant all depreciate the wilderness character of the proposed excluded area.

Another area on the eastern boundary of the WSA, totalling 2,560 acres, is proposed to be dropped from further wilderness consideration because of grandfathered grazing activities which detract from the natural character of the area. The activities include crested wheatgrass seedings, pipelines, storage tanks, and water troughs. Various ways (unmaintained access routes) into the area continue to be used for pipeline maintenance and grazing administration. These proposed exclusions would reduce the area by 4,580 acres to approximately 16,120 acres.

North Fork (OR-5-31) 10,745 acres

This area is recommended to be dropped from further wilderness consideration due to various manageability problems and several unnatural intrusions. There are numerous ways within the area which have been used by fishermen, hunters and loggers for many years. Several of the ways have been constructed with sizeable cuts and fills. The configuration of the area is irregular and narrow, only being two miles wide at its widest point. Two private land inholdings in the Crooked River Canyon restrict movement through the area and limit the manageability of the area for wilderness now and in the future.

Hampton Butte (OR-5-42) 10,600 acres

This area is recommended to be dropped from further wilderness consideration because of manageability problems, due primarily to its very irregular shape. Private land inholdings also affect manageability and restrict movement through the WSA. Powerlines, highways and buildings outside the area also have a significant negative effect on the wilderness character of the area.

Cougar Well (OR-5-43) 17,315 acres

This area is proposed to be eliminated from further wilderness consideration due primarily to manageability problems caused by several private land inholdings. The inholdings, which form an irregular shape, could have a significant detrimental effect on future opportunities for solitude. The presence of a constructed road, various ways, an adjacent transmission line, and views of US Highway 20 also detract from the wilderness characteristics of the area.

A detailed map of each WSA is available at the Prineville District Office.

Consistency with State and Local Land Use Plans

All decisions and recommendations are consistent with state and local land use plans to the degree allowed by Federal law, regulation and policy. Deschutes County has stated that the mid-range alternative (Alternative II) was consistent with their comprehensive plan. Crook County favored the following:

1. Dispose of lands to support community expansion and improve public land management. (Alternative I - Commodity Production)
2. Keep public lands open for the development or collection of mineral resources, rights-of-way, and other appropriate commodity and commercial uses, except in designated avoidance areas or where in conflict with other objectives. (Alternative II - Mid-Range)
3. Develop and implement economically feasible grazing systems and install range improvements to improve range conditions. Allocate available forage between competing uses. (Alternative II -Mid-Range)
4. Maintain the existing level of forest product sales from commercial forest land or woodlands. (Alternative II - Mid-Range)
5. Protect sensitive or fragile soils from excessive disturbance. Use natural or control burning as a preferred vegetation manipulation method. (Alternative II - Mid-Range)
6. Manage and protect all riparian zones from ORV disturbances and exclude livestock. Improve and maintain vegetative conditions to maximize wildlife diversity and numbers. Where management objectives for numbers of game animals (deer, elk, and antelope) have been established by the Oregon Department of Fish and Wildlife, these numbers will be provided for if the range sites involved have the potential to support the numbers during the periods of the year the areas are used. (Alternative III -Amenity Enhancement)
7. Keep all public lands and roads open for a variety of recreation uses except where such use causes unacceptable resource damage. Maintain existing recreation facilities and develop access and facilities for dispersed recreation activities. Maintain or enhance the visual quality of the landscape along major roads. (Alternative II - Mid-Range)
8. Recommend designation of wilderness areas (or portions thereof) where analysis of multiple use

benefits, manageability and public comment indicate that wilderness is the most appropriate use of the land. Allow construction of improvements in accordance with wilderness interim management guidelines. (Alternative II -Mid-Range).

The land use alternatives were also reviewed by state agencies and local governments. Their concerns have been incorporated into the preferred alternative, to be consistent with Statewide Planning Goals.

The preferred alternative decision criteria (Appendix IV) relate directly to a number of the Statewide Planning Goals. The entire planning process is consistent with Statewide Goal 1 - involvement of citizens in the planning process; and Goal 2 - establishing a land use planning process and policy framework as a basis for all decisions and actions.

The preferred alternative is consistent with Goal 4 - conservation of forest land for forest uses. According to the Oregon Forestry Department, it also meets the objectives of the Forestry Program for Oregon, except that of maintaining the maximum commercial forest land base. Only Alternative I would meet all objectives of the forestry program for Oregon.

The preferred alternative is consistent with Goal 5 - conserving open space and protection of natural and scenic resources. This includes open space, energy and mineral resources, fish and wildlife habitats, ecologically and scientifically significant areas, state designated scenic areas, watersheds and water areas, historic and cultural resources, recreational opportunities and facilities, and potential wild, scenic or recreational rivers.

In addition, the preferred alternative is consistent with Goal 6 - maintenance and improvement of the quality of the air, water and land resources of the state; Goal 7 - protection of life and property from natural disasters and hazards; Goal 8 - satisfying recreational needs; Goal 9 - diversifying and improving the economy of the state; Goal 11 - planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development; Goal 12 - providing and encouraging a safe, convenient and economic transportation system; Goal 13 - conserving energy.

SUMMARY AND RESULTS OF EIS SCOPING

Public meetings for the purpose of scoping the Brothers Grazing Management Environmental Impact Statement (EIS) were combined with the meetings for developing the preferred alternative for Brothers Management Framework Plan (MFP). The MFP consisted of three land use allocation alter-

natives which had been developed from criteria established with earlier public input. All three alternatives called for increased allocations of forage for livestock.

Alternatives presented in the MFP were discussed in public meetings in Portland, Prineville and Bend and with the Prineville District Advisory Council in September, 1981. Many oral and written comments were received and used in developing the proposed action and other alternatives analyzed in the Brothers EIS.

Public comment established a solid consensus favoring implementation of a juniper control program in conjunction with alternative 1 in the MFP. As a result juniper control in the EIS proposed action was subsequently set at 102,433 acres.

Consistent public support was expressed for protection and increased management of riparian habitat. Livestock operator comments did not express concerns regarding a significant impact to their ranching operation. In response to public comments and BLM's concern for riparian habitat management, one of the major elements of the EIS proposed action is the protection and management of riparian areas to maintain 60 to 100 percent of vegetative potential. A channel stability rating of good or better is proposed for all streams.

Concern was expressed in the Portland and Bend meetings that all MFP alternatives proposed increases in livestock grazing at the expense of other values. Many felt that the EIS should consider an alternative that analyzed a significantly lower level of livestock grazing from what presently exists. It was felt that this alternative should be oriented toward natural ecosystem management, maximizing habitat diversity. These comments were analyzed and used in modifying the rangeland management elements of the MFP alternatives, as appropriate, to formulate the proposed action and two other alternatives to be analyzed in the EIS.

Other alternatives suggested during the scoping process were the selling of livestock forage allocations on the open market by various means and the paying of ranchers for not using livestock forage allocated to them. These suggestions were considered but not included because they were felt to be beyond the scope of this EIS. A short description of the EIS proposed action and alternatives follows.

PROPOSED ACTION AND ALTERNATIVES ANALYZED IN THE BROTHERS GRAZING MANAGEMENT EIS.

Proposed Action

A rangeland management program is proposed which would maintain or improve ecological condition on all grazing allotments in the EIS area. This would be accomplished by forage allocated for livestock grazing, grazing management systems utilized, and rangeland improvements.

This alternative is similar to MFP alternative 2 (mid-range) but incorporates a different level of riparian protection and juniper control in response to public comments.

Competitive forage allocation for livestock grazing would be increased by 11 percent from current levels (from 74,769 to 83,087 AUMs). This increase reflects current production of useable forage.

Through the implementation of 164,276 acres of brush control, 102,433 acres of juniper control, and 54,155 acres of range seeding, the potential forage allocation for livestock is expected to be 132,795 AUMs in the long term, or an increase of 78 percent over present levels. Additional projects would include approximately 391 miles of fencing, 47 water developments and 466 miles of pipelines.

The proposed action allocates forage to fully meet the objectives of the Oregon Department of Fish and Wildlife (ODFW) for deer, elk, and antelope. Wildlife habitat would be managed to maintain a high diversity and provide an ecological condition of from 40 to 60 percent of site potential.

Deer winter ranges and threatened or endangered plant and animal species would receive priority consideration in all cases where resource conflicts occur. Habitat for sage grouse, raptors, and other sensitive species would be maintained to insure they are not adversely affected.

Riparian areas would be protected and managed to provide full vegetative potential where multiple use warrant cost of fence construction. On those areas where fencing is not feasible, use would be to achieve, where possible, 60 percent of vegetation potential.

Alternative 1 (Optimize Livestock Grazing)

This alternative is essentially the same as the commodity production alternative (alternative 1) in

the MFP as it relates to rangeland management and development. The objective is to increase forage production for livestock use as a result of an intensive rangeland management program. The allocation of forage for livestock grazing would be immediately increased by 9,004 AUMs to 83,773 AUMs, an increase of 12 percent over current use levels of 74,769 AUMs.

Alternative 2 (Continue Present Management, No Action)

This alternative, required by law, would maintain the current rangeland management program at 1981 levels. Grazing permits and leases would continue to be issued at present levels. Allocation of 74,769 AUMs for livestock use would be continued.

No new reservoirs, fences, pipelines, or other developments would be constructed. No vegetation manipulation would occur. Existing developments would be maintained at current levels and replaced on an as-needed basis.

Alternative 3 (Optimized Wildlife Habitat and Watershed Values)

This alternative is similar to MFP alternative 3, but incorporates greater protection for riparian areas, crucial wildlife areas, early-seral ecological condition sites, and critical watersheds. It does not propose rangeland improvements for livestock. Without those improvements, there is a significant decrease from MFP alternative 3 in livestock forage allocation.

The objective of this alternative is to emphasize wildlife, soil protection, and water quality and quantity by improving habitat condition and diversity through management and implementation of projects. The allocation of forage for livestock grazing would be reduced by 17,938 AUM's (24 percent) from present levels. To achieve this, livestock grazing would be eliminated on all range sites presently in early-seral condition. Also livestock grazing would be removed from those allotments containing deer and antelope winter ranges and sage grouse strutting grounds. In addition, livestock grazing would not be allowed on any riparian area or in any area with critical or severe soil erosion hazards.

Alternative 4 (Eliminate Livestock Grazing)

Public comment requested that the environmental impacts of total livestock removal from public lands be documented. With this alternative, all forage would be available for wildlife, watershed and other uses.

APPENDIX I

PLANNING PROCESS

BLM's land use planning system is a dynamic process which provides for multiple use management of the public lands.

The planning process includes three separate phases: (1) Land Use Plan, (2) Environmental Impact Statement; and (3) Decision. Each phase is divided into several steps as follows:

Land Use Plan

DATA COLLECTION AND ANALYSIS: BLM staff and contractors have conducted inventories and assembled information about resource quality, quantity, use and problems; resource outputs, the number of jobs, and the levels of income and public revenue generated; people's attitudes and opinions about land uses and resource management issues and other miscellaneous planning information. This information has been analyzed and recorded on overlays, maps, tables, and narrative descriptions in a number of documents which are on file and available for public inspection in the Prineville District Office.

DEVELOPMENT OF SINGLE RESOURCE MANAGEMENT RECOMMENDATIONS: Using the above analysis, specialists from a variety of resource programs have developed management recommendations which would best support their particular resource, without considering the constraints which conflicting recommendations from other resource programs would place upon that resource. Recommendations are made in the form of land use allocations, which indicate specific locations where certain management practices should occur to accomplish the program objective. This information is included in a document known as Step 1 of the Management Framework Plan.

DEVELOPMENT OF PLANNING CRITERIA: A draft of major issues and a "blueprint" for designing alternatives to address these issues was prepared, made available for public comment in June 1981, and discussed with the Prineville District Advisory Council. The planning criteria incorporate public comment on the scope, legal constraints, goals and objectives, and method of analysis for the alternatives.

LAND USE ALTERNATIVES: The resource area managers, with the assistance of resource specialists, have used their knowledge of the area to develop three management alternatives from the

planning criteria. These alternatives, and the public comment received, were an important analytical tool for developing a preferred alternative and a proposed action for the grazing EIS.

The alternatives developed included one favoring commodity production (Alternative I), one favoring watershed, wildlife, recreation and other amenity values (Alternative III) and a mid range or multiple use alternative (Alternative II), which provided a balance between the other two.

PREFERRED ALTERNATIVE: The District Manager, utilizing public input and decision criteria has selected a preferred alternative. The proposed grazing management program, and wilderness recommendations, which are included in the preferred alternative, are subject to further analysis through the EIS processes. Subsequent management decisions may require preparing an activity management plan (i.e., allotment management plan, habitat management plan, etc.) and are subject to environmental assessment before implementation.

Environmental Impact Statement

EIS SCOPING: Through public scoping meetings, one-to-one discussion with BLM employees and written comments, citizens participate in designing the EIS's so that they are short, concise documents which address real issues and relevant alternatives relating to grazing management practices and wilderness recommendations. The scoping meetings for the grazing EIS were held in conjunction with the planning meetings in September 1981. The scoping meetings for the wilderness EIS will be held in early 1983.

DRAFT EIS: Draft EIS's describing alternatives and anticipated environmental impacts will be prepared and released for public comment.

FINAL EIS: The final EIS's will respond to public comments on the adequacy of the draft statements and will make necessary adjustments for accuracy, depth and scope of impact assessment, including, possible, additional alternatives. The EIS, like the land-use alternatives, is a tool of analysis, not the decision document.

Decision

Grazing Program

During 1983, a rangeland management program decision document will be prepared. Consultation with user groups will precede development of this document.

Wilderness Program

The final EIS and a wilderness study report are forwarded from the Director of the BLM to the Secretary of the Interior. They are accompanied by preliminary recommendations on which of the study areas should be designated wilderness.

APPENDIX II Major Land Use and Resource Management Issues

Seven major land use and resource management issues were identified in the Brothers Area through BLM inventories, public participation, and coordination with other Federal agencies, and State and local governments. The major issues identified were:

1. The Impacts of BLM Land Use Allocation on the Social and Economic Structure of Local Communities.

Allocations of BLM administered lands for forage production, recreation use, wildlife habitat, timber production, minerals development, and other resource demands influence the income and lifestyles of Crook and Deschutes Counties' communities.

There are numerous requests from persons or groups for special use permits, privileges, or land allocations for a single use. (e.g., requests rights-of-way, utility corridors, dumps, sewage treatment plants, etc.).

There is a high public demand for small product sales (e.g.; firewood, posts, building stone, sand, gravel, clay, etc.), in areas that are easily accessible for urban-suburban residents.

2. Forage Production

Allocation of forage production is important to meet the needs of wildlife and livestock, while maintaining or improving range condition, especially along riparian zones. The numbers and types of range improvements are also a concern.

3. Providing a Diversity of Wildlife Habitat Types on BLM Administered Lands.

The wildlife species of Eastern Oregon range/forest lands are dependent on a wide variety of habitat types, ranging from those dominated by forbs and shrubs to mature forests. Timber harvesting, brush clearing and other activities create habitat for some species while reducing habitat for others.

4. Practices to Protect and Enhance Water Quality.

Water quality in the Crooked River drainage is a major concern. Poor quality adversely affects aquatic life and recreation, reduces reservoir

capacity and causes silt in irrigation ditches and culverts. Unstable channels in perennial, as well as intermittent, streams and over surface flow contribute to this problem.

5. Access to Public Lands.

Vehicle access to favorite rockhounding, hunting, and fishing areas, a lack of legal access, and identification of public lands has resulted in confrontations between the public and private land owners.

6. Off Road Vehicle Use.

Damage to public lands from off road vehicle (ORV) use can occur during wet seasons and on steep slopes.

7. Wilderness Areas.

In addition to its value as a setting for primitive recreation or solitude, wilderness can provide a range of benefits to other multiple resource values and uses, including protection of watersheds, water yield and water quality; protection of wildlife habitat; preservation of plant communities; preservation of cultural and archaeological resources; and protection of scenic quality and other natural values. Wilderness designation may put limitations on other uses of the land, (i.e., ORV, mining, etc). Seven areas have been identified as "wilderness study areas" in the Brothers area.

APPENDIX III Original Land Use Plan Alternative Goals and Objectives

The following goals and objectives were used in developing the three land use alternatives for the Brothers Management Framework Plan. These alternatives set the base from which the preferred alternative was developed.

COMMODITY PRODUCTION ALTERNATIVE (Alternative I)

GOAL: Maximize Local Personal Income

OBJECTIVES:

1. Dispose of lands to support community expansion and improve public land management.
2. Maintain public lands open for the development or collection of mineral resources, rights-of-way and other appropriate commodity and commercial uses.
3. Develop and implement grazing systems and install improvements such as: seeding, vegetation manipulation, juniper control, fencing, and water development. Allocate

- available forage to livestock and game species. Improve and maintain rangeland vegetation to maximize livestock forage production.
4. Produce the maximum sustained yield of forest products on all commercial forests and woodlands.
 5. Minimize disturbances to fragile soils during implementation of grazing systems, timber sales, ORV use and other resource activities.
 6. Allow livestock grazing in all riparian zones (including use in those riparian zones currently excluded from livestock grazing).
 7. Maintain all public lands and roads open for a variety of recreation uses and construct new facilities to increase recreational use. Allow development within landscape corridors along all major highways and reservoirs.
 8. Recommend no wilderness study areas for designation as wilderness. Allow construction of improvements in wilderness study areas if Congress does not designate them as wilderness. Until Congress makes its decisions, allow construction of improvements in accordance with wilderness interim management guidelines.

MID-RANGE ALTERNATIVE

(Alternative II)

GOAL: Balance economic uses and amenity enhancement. Provide a high level of forage production for livestock and wildlife, a system of utility corridors and minerals extraction areas consistent with a series of manageable wilderness areas, wildlife habitat management areas, and recreation areas, and maintain present water quality. Develop and maintain grazing systems.

OBJECTIVES:

1. Dispose of lands when not needed to meet other public land objectives.
2. Keep public lands open for the development or collection of mineral resources, rights-of-way and other appropriate commodity and commercial uses except in designated avoidance areas or where in conflict with other objectives.
3. Develop and implement economically feasible grazing systems and install range improvements to improve range conditions. Allocate available forage between competing uses.
4. Maintain the existing level of forest product sales from commercial forestland or woodlands.

5. Protect sensitive or fragile soils from excessive disturbance. Use natural or control burning as a preferred vegetation manipulation method.
6. Maintain all existing riparian zone livestock exclosures. Restrict livestock use (period and/or numbers) in all riparian zones adjacent to perennial water.
7. Keep all public lands and roads open for a variety of recreation uses except where it causes unacceptable resource damage. Maintain existing recreation facilities and develop access and facilities for dispersed recreation activities. Maintain or enhance the visual quality of the landscape along major roads.
8. Recommend designation of wilderness areas (or portions thereof) where analysis of multiple use benefits, manageability and public comment indicate that wilderness is the most appropriate use of the land. Allow construction of improvements in accordance with wilderness interim management guidelines.

AMENITY ENHANCEMENT ALTERNATIVE (Alternative III)

GOAL: Emphasize protection of natural systems and amenity values while providing an optimum level of wildlife habitat and non-consumptive uses.

OBJECTIVES:

1. Restrict rights-of-way and other commodity and commercial uses. Retain all public lands in public ownership.
2. Restrict lands for the development and collection of mineral resources.
3. Maintain and improve existing livestock range improvements and construct needed management facilities to implement grazing systems. Allocate forage to meet needs of wildlife, watershed and other amenity values (aesthetics, etc.).
4. Allow forest production sales from commercial forest land or woodlands where they do not conflict with other resource values.
5. Limit ORV activities only to established roads and trails to protect soils and vegetative cover.
6. Manage and protect all riparian zones from ORV disturbances and exclude livestock. Improve and maintain vegetative conditions to maximize wildlife diversity and numbers. Where management objectives for numbers of game animals (deer, elk and antelope) have been established by the Oregon Department of Fish and Wildlife,

these numbers will be provided for if the range sites involved have the potential to support the numbers during the periods of the year the areas are used.

7. Emphasize all recreation opportunities, but provide limitations on use of off road vehicles where conflicts occur with other resource values. Maintain or enhance the visual quality of the landscape in all areas.
8. Recommend wilderness designation for all wilderness study areas. Allow implementation or construction of improvements in wilderness study areas with accordance of the wilderness interim management guidelines.

APPENDIX IV Preferred Alternative Decision Criteria

Decision criteria are measures for evaluating alternatives and selecting or developing a composite, preferred land-use allocation alternative. In making his decision, the District Manager will evaluate each alternative according to the degree to which it:

Grazing and Timber

- A. Meets the requirements of the Federal Land Policy and Management Act the Public Rangelands Improvement Act, and the Taylor Grazing Act and the long-term objective of increasing sustained-yield livestock forage and timber production to meet regional and national needs.

Wilderness

- A. Recommends wilderness designation on those areas for which it has been determined through multiple resource analysis of benefits and manageability and public comment, that wilderness is the most appropriate use of the land.

Minerals and Lands Management

- A. Allows minerals exploration and development while protecting other resource values.
- B. Allows adequate land allocations for communication sites, access development and designation of right-of-way corridors while protecting other resource values.

Soils and Water

- A. Minimizes soil loss caused by management activities (including roads) and by uncontrolled activities (e.g., off-road vehicles).
- B. Contributes to the improvement or maintenance of the quality of water in streams and rivers and municipal watersheds.

Recreation and Visual Resources

- A. Meets the demands for developed and dispersed recreation opportunities identified in the Brothers Planning Area Analysis.
- B. Provides for maintaining the visual quality of the landscape in areas of high sensitivity.

Fish, Wildlife and Botanical Resources

- A. Protects, or improves and develops fish spawning, rearing and migration habitat.
- B. Protects important wildlife habitat.
- C. Protects or enhances habitat of threatened or endangered plant and animal species.
- D. Provides for scientific and educational study through such programs as Research Natural Areas.

Socio-Economic Conditions

- A. Maintains or expands the total level of local employment and personal earnings which are dependent on raw materials, recreation and other use opportunities available on lands administered by the District.
- B. Maintains or expands the contributions of the District's programs to the local public revenues.

Consistency with State, Local and Other Federal Natural Resource Plans, Programs, and Policies

- A. Demonstrates consistency with State planning goals (Land Conservation and Development Commission), local comprehensive plans, and officially approved local resource related plans, programs, and policies.
- B. Demonstrates consistency with other federal agency approved resource related plans, programs, and policies. (Provides coordinated approach to regional issues and projects or proposals crossing administrative lines.)

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

R'S CARD

P756 1982

of Land
Prineville
preferred land
use alternative and other

OFFICE	DATE RETURNED

(Continued on reverse)

OF 85.35 .07 P756 1982
U. S. Bureau of Land
Management. Prineville
Summary of preferred land
use alternative and other

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

UNITED STATES DEPARTMENT OF THE INTERIOR

**BUREAU OF LAND MANAGEMENT
PRINEVILLE DISTRICT
P.O. BOX 550
PRINEVILLE, OREGON 97754**

**OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, \$300**

**POSTAGE AND FEES PAID
DEPARTMENT OF THE INTERIOR
INT 415**

