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September 2001



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# Analysis of the Management Situation (AMS) for the Upper Deschutes Resource Management Plan and Environmental Impact Statement (RMP/EIS) Executive Summary



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As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interest of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

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# United States Department of the Interior

## BUREAU OF LAND MANAGEMENT

Prineville District Office  
P.O. Box 550, (3050 N.E. 3rd Street)  
Prineville, Oregon 97754

IN REPLY REFER TO:

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October 1, 2001

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Greetings:

This letter introduces the Analysis of the Management Situation (AMS) for the Upper Deschutes Resource Management Plan and Environmental Impact Statement (RMP/EIS). It prefaces both an Executive Summary and a full copy of the AMS. If you wish a full copy of the AMS, please contact the Prineville District Office at the address listed at the end of this letter.

The AMS compiles in one place important information about existing resource conditions, uses, and demands. It also summarizes the existing management direction, describes the planning criteria that will guide us in preparing the RMP/EIS, explains the preliminary issues (problems), and proposes a range of preliminary alternatives and actions (solutions) we propose to analyze in the RMP/EIS.

Thus far in the process, we have identified nine issue categories that will be addressed in the RMP/EIS. Issues are problems that we cannot solve using management direction provided in existing RMPs. The nine preliminary issue categories are: Land Ownership, Transportation and Access, Land Uses, Ecosystem Health and Diversity, Recreation, Special Management Areas, Archaeological Resources, Public Health and Safety, and Social and Economic Values. The issues are described fully in Chapter 5 of the AMS. These issues came out of internal meetings of BLM specialists and managers, meetings with tribal and local government representatives, calls and letters from the general public received over the last ten years, and public scoping public meetings conducted in 1991, and again in 1994, for the "Urban Interface Plan" (an earlier attempt to amend the existing RMP).

We are asking for your comments regarding this AMS. Specifically, please tell us:

- **Is there new, relevant information or circumstances we have not considered?**
- Are there errors in our descriptions of existing uses or resources?
- Have we accurately expressed the issues (problems) that need to be resolved, or are there others we should address?
- Does the range of preliminary alternatives address the stated issues, or are there other goals we have not considered? What is your vision of a desired future condition that would address one or more issues?
- Are there management opportunities (actions) we have not listed, which would help resolve issues?

There are three ways you can share your comments regarding this AMS: (1) Mail them to our office, (2) Provide them verbally or in writing at one of three public meetings, and/or (3) Participate in an Issue Team

Comments, including names and street addresses of respondents, will be retained on file in the Prineville District Office as part of the public record for this planning effort. Individual respondents may request confidentiality. If you wish to withhold your name or street address from public inspection, or from disclosure under the Freedom of Information Act, you must state this prominently at the beginning of your written comment. Such requests will be honored to the extent allowed by law. All submissions from organizations or businesses, and from individuals identifying themselves as representatives or officials of organizations or businesses, will be made available for public inspection in their entirety.

**Mail comments to the following address by November 30, 2001 so that we can consider them as we prepare the RMP/EIS:**

Bureau of Land Management  
Prineville District Office  
Attn: Mollie Chaudet  
PO Box 550 (3050 NE Third Street)  
Prineville, OR 97754

**Public meetings will be held from 7:00 PM - 9:00 PM at the following locations:**

Tuesday October 16

Redmond High School  
675 SW Rimrock  
Redmond, Oregon

Wednesday October 17

Crook County Fairgrounds  
Carrie Foster Hall  
590 Lynn Boulevard  
Prineville, Oregon

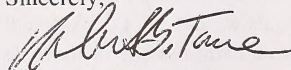
Thursday October 18

La Pine Middle School  
16360 1<sup>st</sup> Street  
La Pine, Oregon

**Issue Teams:** A third way you can provide input is by participating on an "Issue Team" (see attached application). These will be groups of ten or so people, chartered under the Federal Advisory Committee Act, who will meet one to three times a month between fall 2001 and summer 2003. They will look at the issues in more depth, and help develop the alternatives that will be considered in the Draft EIS. The Issue Teams will be composed of representatives of the general public, specific interest groups, permit holders, other stakeholders, and representatives of relevant government agencies. If you would be willing to serve on an Issue Team, please complete and return the attached application by October 20.

We appreciate your help in this planning effort and look forward to your continued interest and participation. For additional information or clarification regarding this document or the Upper Deschutes RMP/EIS project, please contact Mollie Chaudet at (541) 416-6872. We have also set up a web page ([http://www.or.blm.gov/Prineville/Deschutes\\_RMP/Home.htm](http://www.or.blm.gov/Prineville/Deschutes_RMP/Home.htm)) where you can find Upper Deschutes planning documents and information about public meetings.

Sincerely,



Robert Towne  
Deschutes Field Manager

## Issue Team Application

Applications must be postmarked by October 20, 2001

The Upper Deschutes Resource Management Plan will be developed using a community-based collaborative process to help solve important problems facing long-term management of the public lands within the planning area. To accomplish this vision, we will be using what we are calling "Issue Teams" to focus our collaborative efforts.

Issue Teams are a variety of teams that will focus on specific planning issues. The teams will be chartered by the Deschutes Provincial Advisory Committee, and will be composed of representatives of the general public, specific interest groups, permit holders, other stakeholders and relevant government agencies. These teams would provide recommendations to be included in the planning process concerning whether:

- **issues and interests within the scope of the decisions have been adequately recognized and described;**
- **a reasonable range of integrated alternatives have been identified that are responsive to the issues;**
- **consensus on a preferred alternative is possible within the time available.**

Issue Teams members will attend 1-3 meetings per month between Fall 2001 and Summer 2003. Specific schedules will be developed later, but the bulk of the Issue Team work is expected to fall within the first 6-8 months (October, 2001 - May, 2002), with another focused time after the close of the public comment period of the Draft Environmental Impact Statement (Winter 2002-2003). Meetings will be held weekdays whenever possible, but could also be in the evenings or on weekends to accommodate members' schedules. Issue Team members will be selected based on the factors listed below. Issue Team members may serve on more than one Issue Team.

To apply to an Issue Team, please answer the following questions:

- 1. What Issue Team(s) are you interested in? Land Ownership, Transportation and Access, Land Uses, Ecosystem Health and Diversity, Recreation, Special Management Areas, Archaeological Resources, Public Health and Safety, Social and Economic Values**
- 2. What interest would you represent? (eg: commercial development, non-commercial recreation, adjacent land owner, grazing permittee)**
- 3. Demonstrate how you meet the following selection criteria:**
  - a. Personal knowledge of local and regional resource issues and understanding of public land uses and activities.
  - b. Knowledge and understanding of diverse cultures, interests, or perspectives.
  - c. Ability to communicate orally and in writing.
  - d. Willingness to work toward mutually beneficial solutions to complex issues.
  - e. Respect and credibility in local communities.
  - f. Commitment to attending meetings held throughout the process (please also note any meeting time limitations you have i.e. - can't meet on weekdays, weekends, evenings).

Mail your responses to the above questions to:

USDI Bureau of Land Management, Prineville District  
PO Box 550  
Prineville, OR 97754

Attention: Mollie Chaudet, Project Manager, Upper Deschutes Resource Management Plan

**All applications must be postmarked no later than October 20, 2001 to be considered**

# *Analysis of the Management Situation* **Executive Summary**

## **Introduction**

The Analysis of the Management Situation (AMS) is the first step in revising the 1989 Brothers/La Pine Resource Management Plan (RMP). That land use plan governs the use, protection, and enhancement of resources on public land it manages in central Oregon, and is now largely obsolete for the western half of the plan's area. The 1989 RMP failed to anticipate issues related to the rapidly growing human population in Bend, Redmond, Prineville, and surrounding areas. The combination of changed circumstances and new information that have driven a need to revise the existing RMP are described in more detail in Chapter 1. The Federal Land Policy and Management Act of 1976 (FLPMA) directs the BLM to develop and periodically update Resource Management Plans (RMPs) that guide land management actions on BLM managed lands.

The Prineville District BLM has begun the process of revising the land use plan for the area, to be called the Upper Deschutes RMP. This RMP will establish broad-scale desired conditions, goals, objectives, standards and guidelines for the management of the BLM administered lands and resources within the planning area. The Upper Deschutes RMP will also amend a portion of the Two Rivers RMP.

The purpose of the AMS is to summarize the existing situation, explain the need for change (preliminary issues), and propose a range of management opportunities (preliminary alternatives). The AMS is required to provide a starting point to describe the biological, physical, social and economic components of the environment that would be affected by the decisions made as a part of the proposed Upper Deschutes RMP. The AMS will serve as the basis for the RMP and associated Environmental Impact Statement (EIS).

Table E1 summarizes the preliminary issues, decisions that will be made, and the preliminary alternatives that are described in more detail throughout the AMS.

## **Geographic Scope of Planning Area**

The "planning area" covers approximately 885,883 acres of public and private land in two separate blocks in central Oregon. The northern area is in Crook, Deschutes and Jefferson counties, and is located between Sisters on the west, Lake Billy Chinook on the north, Prineville Reservoir and State Highway 27 on the east, and Pine Mountain and Bend on the south. The southern area, also called the La Pine area, encompasses La Pine, in southern Deschutes and northern Klamath counties. Overall, 49 percent of the land in the planning area falls in Deschutes county, 44 percent in Crook, 2 percent in Jefferson, and 5 percent in Klamath.

The Upper Deschutes RMP includes about 36% of the total area considered in the 1989 Brothers/La Pine RMP. Map 1A shows the area to be covered by the Upper Deschutes RMP. Boundaries for the planning area are based on the need for changing the existing plan. The boundaries include the public lands most affected by the rapid growth in the areas of Bend, Sisters, Redmond, Prineville, and La Pine.

The eastern portion of the Brothers/La Pine RMP area is not included in the current planning area because the growth and use pressure issues driving the need for change have had only minor effects on lands east of the planning area. Bend and Sisters are not included within the planning area, but all of the BLM managed public land nearby is. The urban center of Madras is not included in the planning area, nor is most of the BLM managed land nearby. While the issues adjacent to Madras are similar to those in the planning area, the Madras area was not included because the BLM expects to address this area and others in a separate RMP to be initiated within a few years.

Segments of the Middle Deschutes and Lower Crooked Wild and Scenic Rivers, and the Badlands Wilderness Study Area (WSA) have existing management plans governing resource management within those areas. The BLM managed lands within these areas are included in the planning boundary, and the existing management plans will be incorporated by reference into the Upper Deschutes RMP. However, the existing plans will not be revised during this RMP process, though some minor amendments and further plan maintenance could result in order to address transportation and access issues.

The planning area boundary includes a variety of other land ownerships besides BLM managed public land. There is also land owned by private parties, counties, and the state, and public lands managed by other federal agencies. However, this RMP will only make decisions for the BLM managed lands, excluding that land falling in Wild and Scenic River boundaries. Exceptions will be made if, through the collaborative planning process, those jurisdictions having specific authorities over other lands within the planning area choose to make joint decisions as a part of this process (see also Chapter 6, Collaborative Planning).

## Collaborative Planning

The BLM is committed to a community-based planning process that respectfully considers the diverse opinions and needs of local, regional, and national interests. To use this kind of approach, a variety of stakeholders must be represented to help identify the issues, develop a range of alternatives, and to have input as to how the plan, once completed, can be implemented. Pulling all of the interests and jurisdictions together efficiently and effectively, while providing an open and sharing public process presents numerous challenges. Other jurisdictions also have opportunities for cooperative decisions associated with this planning process. The collaborative planning framework described below offers an opportunity for that to occur.

The collaborative planning framework described here, and illustrated in Figure E2, is designed to allow for inter-government and general public interaction to help resolve issues identified for the planning area. An intergovernmental interdisciplinary team will work together to help clarify issues and design alternatives to address those issues. The Deschutes Provincial Advisory Committee (PAC), a chartered Federal Advisory Committee, will charter a subcommittee of its members and a number of working groups - called Issue Teams - representing a cross section of the general public. The Issue Teams will provide advice to the intergovernmental interdisciplinary team about the issues to be addressed, and possible ways to resolve those issues within the scope of the decisions to be made. Below is a brief description of the expected duties of each of the Issue Teams.

**BLM or multi-agency decision-makers** - federal or other partners that have legal authorities to make decisions over affected lands (Cooperators).

**Interagency Interdisciplinary Team** - Intergovernmental Team primarily responsible for producing staff work, including analyses, for decision-makers on the integrated components of the plan.



**PAC Subcommittee** - members of PAC that review the work of and/or participate on Issue Teams and provide subsequent recommendations to the PAC on advice that should be transmitted to the BLM within the scope of the Issue Teams charter.

**Issue Teams** - a variety of teams focusing on specific planning issues and composed of representative members of the general public, specific interest groups, permit holders, other stakeholders and relevant government agencies willing to work together to achieve the purposes of the team charter. These teams would provide recommended advice to the PAC Subcommittee and thence to the BLM regarding:

- whether issues and interests within the scope of the decisions to be made raised by the public have been adequately recognized and described;
- development of a reasonable range of integrated alternatives that are responsive to the issues and within the scope of the decisions to be made;
- whether consensus on a preferred alternative is possible within a given period of time.

The teams would work together on a consensus basis to meet these charges, with frequent opportunities for the general public to review and comment on the nature of the work as it progresses. The teams could include “sub-teams” that work on specific geographically-oriented issues (e.g., land ownership patterns in a specific sub-watershed) in order to make sure that issues are addressed at the appropriate scale. The charge of the subteams may be to look at one area potentially affecting another area, while the Issue Team’s responsibility would be to integrate those ideas into the “big picture.”

#### Products and Timeline of the Planning Process

Figure E3 illustrates the products and proposed timeline for the planning process. The following summarizes and defines those products.

The Upper Deschutes Resource Management Plan (RMP) - prepared in accordance with a number of laws and regulations (see also Chapter 2), but will primarily follow the process prescribed by the National Environmental Policy Act (NEPA) and the Federal Land Policy and Management Act (FLPMA). These procedural and substantive laws provide the basis for the planning process and the products that will be produced as a result of this effort.

Analysis of the Management Situation (AMS)- describes the existing condition of the planning area, the scope of the decisions to be made by the RMP, the preliminary issues and alternatives, and the collaborative planning process to be used. There will be a 60 day comment period on the AMS.

Draft Environmental Impact Statement (DEIS)- builds on the AMS and identifies a range of alternatives that meet the purpose and need for action and address issues within the scope of the decisions to be made. The DEIS will analyze the environmental consequences of implementing the alternatives, and identify a preferred alternative. There will be a 90 day comment period on the DEIS.

Final Environmental Impact Statement and Proposed Management Plan (FEIS)- based upon comments on the DEIS and Preferred Alternative, the FEIS will modify the range of alternatives, including the preferred alternative, and/or the environmental consequences. The Proposed Management Plan will include a more detailed description of the preferred alternative. The FEIS and Proposed Management Plan will have a 30 day public comment period, during which protests to the proposed decision may be filed with the BLM State Director.

Record of Decision and Final Management Plan (ROD) - ROD will formally present the rationale for the selected alternative, including the BLM State Director's response to any protests filed as a result of the Proposed Management Plan. The final management plan will include goals, objectives, and standards for the selected alternative, as well as an implementation and monitoring plan.

#### The AMS Contents

The AMS is organized as follows:

##### Chapter 1 - Purpose and Need

Describes the need for change to the Brothers/La Pine RMP and the geographic scope of the planning area

##### Chapter 2 – Legal Mandates

Listing of the laws and previous policy decisions providing a context for the types of decisions that must be made in an RMP. Specific Plan decisions are also summarized in table E1.

##### Chapter 3 – Area Profile

Describes the physical, biological, social, and economic components of the planning area based on information available at the time of publication.

##### Chapter 4 – Existing Management Direction

Describes of the current direction for resource management in the planning area. This information, combined with information presented in previous chapters, helps form the framework for developing the proposed management opportunities.

##### Chapter 5 – Preliminary Issues, Alternatives, and Management Opportunities

Describes the preliminary issues and management opportunities, including a range of actions and associated outcomes which will be analyzed in the RMP. These are also summarized in table E1.

##### Chapter 6 – Collaborative Planning

Summary of the collaborative planning process and a projected time-line for completion of the RMP and associated planning and decision steps.

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

<b>Issue Category</b>	<b>Preliminary Issues</b>	<b>Decisions</b>	<b>Preliminary Range of Alternatives</b>
<p><b>Land Ownership</b></p>	<p>Population growth in central Oregon has created increasing demands on both private and public lands:</p> <ul style="list-style-type: none"> <li>Isolated private parcels surrounded by blocks of public lands are being more intensively developed than in the past.</li> <li>Urban development is beginning to surround small, isolated blocks of public lands. This affects the ability of these lands to provide wildlife habitat or other public benefits.</li> <li>Public lands are increasingly desirable as a source of land for urban growth and infrastructure to support growth.</li> <li>Increase in development of private lands, and increased recreational or casual uses on public lands affects the ability of permittees to effectively or economically manage grazing allotments.</li> <li>In some cases private land ownership blocks public access public lands.</li> <li>Land ownership status can affect management of natural resources such as minerals or ground and surface water and less tangible resources like scenery, open space, and wildlife habitat.</li> </ul>	<p>Determine the desired location and arrangement of BLM managed lands in the planning area. The RMP will identify:</p> <ul style="list-style-type: none"> <li>Lands available for disposal</li> <li>Criteria for land acquisitions</li> <li>Proposed withdrawal areas, and</li> <li>Lands available for sales or leases</li> </ul>	<p>Examine a range of desired conditions for land ownership patterns that would make public land available for sale, exchange, or lease:</p> <ul style="list-style-type: none"> <li>for community growth and infrastructure adjacent to major population centers;</li> <li>for community or rural residential recreation and open space;</li> <li>to block up public or private ownership for improved efficiency;</li> <li>to maintain or improve wildlife habitats and populations for all life stages.</li> </ul> <p>Examine conditions/criteria for the acquisition of private parcels and the retention or transfer of ownership of public land parcels including identifying areas or parcels of lands that would be priorities for acquisition.</p>
<p><b>Transportation and Access</b></p>	<p><b>Regional Transportation Systems</b></p> <p>BLM managed lands are increasingly being identified as necessary or desirable locations for transportation corridors. Regional transportation includes both inter-county or intra/interstate transportation.</p>	<p><b>Regional Transportation Systems</b></p> <p>Determine the desired location and arrangement of regional transportation infrastructure within BLM managed lands across the planning area. Identify areas suitable for right-of-way corridors expansion, avoidance, and exclusion areas.</p>	<p><b>Regional Transportation Systems</b></p> <p>Examine the suitability of areas to provide for new or relocated regional transportation corridors and/or improvements within existing corridors considering tribal, federal, state and local government needs, wildlife habitat fragmentation, and effects on public land users.</p>

Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan			
Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Transportation and Access (continued)	<p><b>Local Transportation Systems</b></p> <p>Local transportation involves intra-county transportation or primary access points to public lands sites.</p> <ul style="list-style-type: none"> <li>In some areas more access roads lead into public lands than is necessary for public access.</li> <li>Entry and exit to these roads are frequently unsafe and risk of accidents increases as traffic increases.</li> <li>In some areas, access to public lands requires trespass across private lands.</li> <li>Some blocks of BLM managed public lands within the planning area have been closed to motorized use through “emergency” closures which have gone beyond the emergency closure period.</li> <li>Motorized uses adjacent to developed private lands have resulted in complaints about unmanaged transportation networks on BLM managed lands.</li> <li>Road maintenance on BLM managed lands may not be sufficient to meet changing standards for public safety needs for evacuation of subdivisions or communities during fires.</li> </ul>	<p><b>Local Transportation Systems</b></p> <p>Determine the desired location and arrangement of local transportation infrastructure within BLM managed lands across the planning area. Establish criteria for determining appropriate road densities based on uses and values.</p>	<p><b>Local Transportation Systems</b></p> <p>The range of alternatives will examine local roads within the planning area, focusing primarily on the BLM managed primary arterial and collector transportation system, but also on local transportation corridors needed to address growth and capacity concerns by local communities. The alternatives will identify conditions and/or criteria by which BLM managed roads not classified as part of the primary system would be evaluated in the future to determine whether they would be included into the transportation system. The range of alternatives will also examine long-term desired conditions for integration with local and regional transportation systems under other jurisdictions</p>
	<p><b>Rights of Way and Easements</b></p> <p>The BLM is required under law to provide access to private in holdings if no other access is available. County zoning regulations, safety requirements, and historic rights can influence which of rights-of-ways the BLM considers. Private in-holdings are likely to be developed to the extent permitted by zoning, thus requiring multiple grants of new rights-of-way.</p>	<p><b>Rights of Way and Easements</b></p> <p>Establish guidelines for the granting of rights-of-way to private land inholdings.</p>	<p><b>Rights-of-Way and Easements</b></p> <p>The alternatives will examine desired conditions for rights-of-way grants to complement existing and projected local and regional transportation system and other needs. The range of alternatives will examine criteria under which easements through private lands to access public lands would be sought, and identify likely parcels for easement acquisition.</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Transportation and Access (continued)</b></p>	<p><b>Utility Corridors/ Communication Sites</b></p> <p>The demand for electricity, natural gas, and other energy sources and new forms of digital communication is expected to continue to increase. At the same time, an increased awareness and importance of scenic values has created conflict over the siting of communication or utility structures. Utility corridors, because of their linear nature and relatively easy vehicular access, also attract off-road driving activities, illegal dumping, and vandalism to utility structures</p>		<p><b>Utility Corridors/ Communication Sites</b></p> <p>The alternatives will examine the conditions under which utility corridors would be managed, expanded or designated considering energy, communication, domestic water, sewage and related access needs, and noxious weed potential. The alternatives will also examine long term desired conditions for vegetation, and examine suitable locations for new corridors or sites considering factors such as ACECs, cultural, geologic, scenic, aesthetic, or other public values.</p>
<p><b>Land Uses</b></p>	<p><b>Visual Resources</b></p> <p>Development within the planning area is expected to increase the variety of applications for permits for activities that may affect visual resources. The Brothers/La Pine RMP does not address public viewsheds or viewpoints that have developed within the past 10 years, nor does it address new policy for visual quality objective designations within Wilderness Study Areas.</p> <p><b>Areas of Traditional Cultural Significance</b></p> <p>These areas are places where local Indian people hunt, fish, pasture livestock, collect roots, berries, medicinal herbs or plants, and practice traditional religious beliefs. In some cases, the use of these areas is protected by existing legal rights, treaties, and other means.</p> <p>These areas can be affected by management actions such as road gating or rehabilitation, weed control, fire management, recreational improvements and land disposal.</p>	<p><b>Visual Resources</b></p> <p>Designate areas into one of four Visual Resource Management classes.</p> <p><b>Areas of Traditional Cultural Significance</b></p> <p>Establish long-term desired vegetative conditions for important cultural use areas, and establish criteria for determining allowable activities and access to those areas.</p>	<p><b>Visual Resources</b></p> <p>The RMP will examine different visual quality objective designations for BLM managed lands within the planning area.</p> <p><b>Areas of Traditional Cultural Significance</b></p> <p>The range of alternatives will examine conditions for local American Indian Tribes to freely participate in activities on public lands that are of traditional cultural significance.</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Land Uses (continued)</b></p>	<p><b>Minerals</b></p> <p>The growth of the communities in central Oregon have led to an increased demand for the use of mineral resources, particularly crushed aggregate, within the region. Local communities and State agencies have looked to BLM managed lands within the planning area to meet this demand. Local residents and recreational users have objected that the dust, noise, increased traffic of mineral extraction can adversely affect the scenic or recreational values of the lands.</p> <p><b>Commercial Forest Use</b></p> <p>An insect epidemic and subsequent salvage harvest has changed the forest structure, habitat, and fuels profile in the La Pine portion of the Brothers/La Pine RMP since the RMP was completed in 1989.</p> <p>The Brothers/La Pine RMP does not reflect projected commercial forest product outcomes based on a comprehensive, ecosystem approach that considers biodiversity, special status plant or wildlife habitat, general habitat connectivity, the role of old growth juniper, scenic values, or strategies for continued urban interface fuels treatments and insect and disease management.</p>	<p><b>Minerals</b></p> <p>Identify areas as open or closed to operation of the mining laws, mineral material disposal, and nonenergy leasing, consistent with the goals, standards, and objectives for natural resources within the planning area. In open areas, identify any area-wide terms, conditions, or other special considerations needed to protect resource values.</p> <p><b>Commercial Forest Use</b></p> <p>Identify the desired future condition for forest/woodland types found within the planning area, and identify management actions and associated best management practices that can be applied to help us meet desired future conditions.</p>	<p><b>Minerals</b></p> <p>The range of alternatives will examine the conditions under which mineral extraction would be permitted or withdrawn (consider factors including conflicts with recreation, residents, scenic, cultural, geologic or other values). The alternatives will also examine the criteria for site rehabilitation or change in land ownership.</p> <p><b>Commercial Forest Use</b></p> <p>The alternatives will examine the conditions under which conifer forests could be managed to promote healthy ecosystems, a safe environment for residents, regionally important old-growth species in the central Oregon landscape and provide marketable or beneficial forest products. Alternatives will be integrated with the "Ecosystem Health and Diversity" alternatives</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Land Uses (continued)</b></p>	<p><b>Livestock Grazing</b></p> <p>Increased urban development next to public land and increased recreational and other uses on public land have led to conflicts between these uses and public land livestock grazing. Concerns vary from safety issues (stray cattle on busy public roads) to aesthetics ("cowpies," at popular recreation areas or next to private land) to economics (labor costs to continually check gates in popular recreational areas). Visitors to public land sometimes leave gates open, cut fences, shoot or otherwise damage troughs or pipelines, or harass, rustle, or kill livestock. Some individuals and groups have asked the BLM to consider eliminating grazing in specific areas.</p>	<p><b>Livestock Grazing</b></p> <p>Determine areas where livestock grazing (or other uses) will or will not be allowed, or where seasonal restrictions may need to be applied, using criteria developed in the planning process. Where information is not currently available to determine open/closed areas, the plan will guide subsequent plan amendment decisions regarding levels of permitted grazing use, and provide guidelines for allotment-specific implementation decisions regarding season of use, range developments, and other livestock grazing management practices.</p>	<p><b>Livestock Grazing</b></p> <p>The alternatives will examine a range of "conflict" thresholds, with the goal of reducing conflicts between livestock grazing and other uses and activities on or adjacent to BLM managed land within the planning area. Some of the alternatives will lead to actions that reduce or eliminate livestock grazing to reduce conflicts, while other alternatives will result in changes to other uses or activities. The desired conditions will span a range of levels of conflict between uses and users and would identify criteria to determine which uses or actions need to be modified.</p>

<b>Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan</b>			
<b>Issue Category</b>	<b>Preliminary Issues</b>	<b>Decisions</b>	<b>Preliminary Range of Alternatives</b>
<b>Land Uses (continued)</b>	<p><b>Long Term Leases and Temporary Land Use Permits</b></p> <p>The District receives numerous requests for temporary use authorizations for activities such as photography, commercial filming, or educational purposes. There is no current procedure for streamlining these requests nor does the Brothers/La Pine RMP identify areas where these activities may be preferred or discouraged based on other resource needs.</p>	<p><b>Long Term Leases and Temporary Land Use Permits</b></p> <p>Determine the long term desired condition and set criteria, when appropriate, for where and under what circumstances land use authorizations such as major leases and land use permits may be granted.</p>	<p><b>Long Term Leases and Temporary Land Use Permits</b></p> <p>The alternatives will examine conditions for a smooth and timely process to obtain permits or leases in areas where requests are often concentrated and granted.</p>
	<p><i>Oregon Military Department and National Guard</i></p> <p>Military training was established by the US Army in the late 1930s. The Oregon Military Department (OMD) and National Guard currently have a permit to carry out training exercises on the BLM-managed lands adjacent to the Biak Training Center just south and east of Redmond.</p> <p>There is an increasing demand for other uses in this area that may reduce the area available to the military to meet their purposes.</p>	<p><i>Oregon Military Department and National Guard</i></p> <p>Determine what types of military activity are desired in which locations on BLM managed land in the planning area. Establish criteria for deciding how to resolve conflicts between military and other uses or activities.</p>	<p><i>Oregon Military Department and National Guard</i></p> <p>The alternatives will examine a variety of conditions under which continued military uses of the planning area would be permitted. This would include criteria by which either the military or other uses within their permit area could be altered to reduce or eliminate conflicts between users.</p>
	<p><b>Unauthorized Occupancy and Use</b></p> <p>Unauthorized or illegal uses can result in damage to natural resources that require restoration. Some unauthorized occupancy and use of BLM managed lands is a result of a lack of clearly identified boundaries. The Brothers/La Pine RMP provides limited guidance for developing a standardized approach for restoration of resource damage.</p>	<p><b>Unauthorized Occupancy and Use</b></p> <p>Identify the desired level of protection from and response to these illegal activities. Determine whi BLM actions could prevent unauthorized occupancy and use. Decide how to prioritize which areas will receive implementation emphasis.</p>	<p><b>Unauthorized Occupancy and Use</b></p> <p>The alternatives will examine long-term desired conditions to prevent trespass and to prioritize, and, where possible, standardize site restoration techniques to be used.</p>



**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Ecosystem Health and Diversity	<p><b>Water Quality and Quantity</b></p> <p>Some rivers and streams within the planning area, have been listed by the Oregon Department of Environmental Quality (ODEQ) as water quality limited. This listing occurred after completion of the Brothers/La Pine RMP and the concerns have not been addressed.</p> <p>Juniper stands in densities and locations outside of their range of historic variability, as well as activities such as off-road vehicle use, grazing, and horseback riding may reduce ground cover, create ruts, and/or compact soils. As a result, overland flow is increased and can cause erosion and shorter flow durations in intermittent streams.</p> <p><b>Vegetation</b></p> <p>Increasing urban development and human impacts have resulted in the fragmentation of old-growth juniper woodlands in Central Oregon. Old-growth juniper woodlands are important for wildlife habitat, biological diversity, and scenic values.</p>	<p><b>Water Quality and Quantity</b></p> <p>Identify desired future conditions for water quality and quantity within the planning area. Incorporate standards or goals under the Clean Water Act and as a result of the Water Quality Restoration Plan process. Identify criteria or thresholds for determining watersheds that may need special emphasis because of human health concerns, aquatic or upland ecosystem health, or public uses.</p> <p><b>Vegetation</b></p> <p>Identify desired future conditions for vegetative resources, including the desired mix of vegetative types, structural stages, landscape and riparian functions, and habitat for native plants, fish, and wildlife. Designate priority plant species and habitats, including Special Status Species and populations of plant species recognized as significant for at least one factor such as density, diversity, size, public interest, remnant character, or age. Determine the location and arrangement of lands that will emphasize native wildland habitats and processes, and wildlife habitat and National Forest lands, and uplands and riparian areas.</p>	<p><b>Water Quality and Quantity</b></p> <p>Alternatives that are designed to protect and enhance water Quality and Quantity are found primarily under alternatives for managing vegetation, grazing, and recreation.</p> <p><b>Vegetation</b></p> <p>The range of alternatives will examine a variety of conditions that would restore and support healthy ecosystems in conjunction with expected population levels and human uses, wildlife habitat needs, and economic reliance of the population on public lands.</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Ecosystem Health and Diversity</b> (continued)</p>	<p><b>Fire Management</b></p> <p>Ecosystems within the Upper Deschutes Planning Area have evolved over time in response to periodic fire disturbance, and sustainable ecosystems are in balance with the inherent frequency, size and severity of the natural disturbance cycle. Many acres within the planning area have missed one or two disturbance cycles due to fire suppression. The vegetative response to this disturbance deficit is a change in species presence or prominence, and fuel quantity and continuity.</p> <p>The Brothers/La Pine RMP does not fully consider the habitat needs of newly established special status or emphasis species such as sage grouse and other sagebrush obligates. Human expansion and increased recreational use have added new emphases on ecosystem sustainability and health, and the previous risk classes may no longer be representative of the conditions in the planning area.</p>	<p><b>Fire Management</b></p> <p>Classify lands into the following categories: (a) Areas where wildland fire is not desired at all, (b) Areas where unplanned fire is likely to cause negative effects, but these effects can be mitigated or avoided through fuels management (e.g., prescribed fire), prevention of human caused fire, or other strategies, (c) Areas where fire is desired to manage ecosystems but where there are constraints because of the existing vegetation condition (i.e., more substantial non-fire fuels treatments may be necessary prior to use of prescribed fire in areas of heavy fuel loads), and (d) Areas where fire is desired, and where there are no constraints associated with resource conditions or social, economic, or political considerations</p>	<p><b>Fire Management</b></p> <p>The range of alternatives will examine the conditions under which fire would play a role in ecosystem management, the role of human disturbances, and the historic role of natural disturbances.</p> <p>The alternatives will utilize results of the ongoing joint water quality restoration/total maximum daily load plan being prepared with ODEQ and the Forest Service.</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Ecosystem Health and Diversity</b> (continued)</p>	<p><b>Wildlife</b> BLM managed public land in the planning area provides a variety of wildlife habitat components. It may provide important habitat connectivity between the Deschutes and Ochoco National Forests and the Little Deschutes, Deschutes, and Crooked River systems. There is potential habitat for species such as the bighorn sheep, which once populated portions of the planning area. In the process of urban expansion, habitat connectivity can be reduced or eliminated, affecting genetic exchange between populations. Reductions in effective habitat increases the importance of remaining suitable habitat.  Conversion of private land from native dry-land shrubs to irrigated agricultural or rural residential uses provides an increase in the forage base and water sources for some species.</p>	<p><b>Wildlife</b> Work in close coordination with State wildlife agencies to describe existing and desired population and habitat conditions to support a wide variety of game and nongame species. Designate priority species and habitats, including Special Status Species, and populations of wildlife species recognized as significant for at least one factor such as density, diversity, size, public interest, remnant character, or age; and identify actions or restrictions on uses needed to achieve desired population and habitat conditions.</p>	<p><b>Wildlife</b> Alternatives to protect and enhance wildlife will be displayed under vegetation, minerals, and recreation.</p>
<p><b>Recreation</b></p>	<p><b>Developed Recreation</b> Campgrounds along the Crooked River south of Primeville provide the only fully developed BLM managed sites within the planning area. Sites near water, such as Mayfield and Reynolds Ponds, or trailhead or staging areas for OHV trail systems are partially developed. Other sites operated under permit or lease by other providers, such as the La Pine State Recreation Area, shooting ranges or golf courses, also meet demands for developed facilities within the planning area. The Brothers/La Pine RMP does not provide guidance or management policy for identifying conditions under which developed sites could be pursued by either BLM or through other permit or lease mechanisms to meet resource protection and public demand needs.</p>	<p><b>Developed Recreation</b> Decisions will include the type, location, and arrangement of recreation facilities</p>	<p><b>Developed Recreation</b> The range of alternatives will examine the long-term desired conditions under which managed lands would be considered with regard to projected recreation preferences and levels of use, protection of resources affected by dispersed uses, facilities provided by other recreation providers in the area, and the overall role of BLM-managed land in providing developed recreation experiences. The plan will examine long-term desired recreational settings at existing developed sites such as Mayfield and Reynolds Ponds.</p>

Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan			
Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Recreation (continued)	<p>Some BLM lands in the planning area are adjacent to heavily used State Park units, such as Smith Rock State Park. The BLM and the State Park manage these adjacent lands differently though the boundaries between jurisdictions are not clearly marked. This situation has led to visitor confusion and resource damage.</p> <p><b>Motorized Use</b></p> <p>OHV use has increased in the planning area. The Brothers/La Pine RMP provided some direction for future clarification of OHV policy in "limited" areas. Many of these areas with "limited" classification in the Brothers/La Pine RMP did not undergo any further planning, and have remained open for unmanaged OHV use. Unmanaged OHV use has resulted in:</p> <ul style="list-style-type: none"> <li>• Conflicts between recreationists and landowners.</li> <li>• The spread of additional roads and trails within the planning area, resulting in impacts to wildlife, soils and plants.</li> </ul> <p>Winter riding opportunities at existing trail systems are limited by seasonal closures to minimize disturbance to wildlife, leaving many recreationists without opportunities or dislocating them to undersignated and unmanaged areas. Some small isolated parcels within the planning area are classified as "open" to OHV use, are not legally accessible to the public. OHV use on some small "open" parcels have resulted in repeated complaints from adjacent landowners.</p>	<p><b>Motorized Use</b></p> <p>Designate areas as "open," "limited," or "closed" to OHVs. Establish criteria by which motorized road and trail densities can be developed for specific areas.</p> <p>Decision will include the type, location, and arrangement of recreation facilities to support the selected level of OHV use.</p> <p>The Final Decision in this Plan will be based on consideration of an Environmental Impact statement that meets the requirements of the Central Oregon Forest Committee v. Kenna, Civil No. 98-29-ST (D. Or.), litigation decision.</p>	<p><b>Motorized Use</b></p> <p>The range of alternatives will examine the long term desired conditions for areas within the planning area that would be "open," "limited," or "closed" to OHV use. The alternatives will examine conditions where joint or segregated motorized and non-motorized uses would be considered into the future, and the conditions under which those activities would be conducted.</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Recreation</b> (continued)</p>	<p><b>Non-Motorized Dispersed Use</b></p> <p>Non-motorized dispersed use includes trail-oriented uses such as hiking, running, horseback and mountain bike riding, and other dispersed uses such as rock climbing, rock hounding, hunting and target shooting. Issues associated with these uses include:</p> <ul style="list-style-type: none"> <li>• Conflicts between trail users.</li> <li>• New user-created trails are being developed without consideration of recreation and land use goals.</li> <li>• Current mandates for the use of the Millican Valley OHV area limits trail system use by mountain bikes to the OHV trail system, eliminating options for single track mountain bike experiences in that area.</li> </ul> <p>The Brothers/La Pine RMP does not provide guidance for the development and maintenance of non-motorized trails. There have been proposals by the county for regional trail systems that would depend upon trail alignments on BLM managed lands.</p> <p><b>Special Recreation Permits</b></p> <p>Special recreation permits (SRPs) are issued for commercial recreational activities or large group events. Population growth and increased visitation/awareness of BLM managed public lands has resulted in increasing numbers of requests for SRPs. These permit requests include annual or multi-year permits for outfitter/guides (flyfishing, nature hikes, equestrian trail rides, etc.) and for single day events (photo shoots, filming, group events, concerts, OHV and mountain bike races, etc.).</p>	<p><b>Non-Motorized Dispersed Use</b></p> <p>Designate areas available or not available to each type of dispersed use. Establish criteria that can be used to determine the desired level of development/designation for each use, prioritize implementation, and decide which use(s) will be modified and how when conflicts arise.</p> <p><b>Special Recreation Permits</b></p> <p>See: Long Term Leases and Temporary Land Use Permits</p>	<p><b>Non-Motorized Dispersed Use</b></p> <p>The range of alternatives will examine long-term desired conditions for providing a variety of dispersed, non-motorized uses across the planning area considering resource protection needs and recreation demands within specific areas. The range of alternatives will identify criteria under which trail systems would be developed and designated, or where dispersed activities would be encouraged without the use of developed trail systems</p> <p><b>Special Recreation Permits</b></p> <p>Examine different criteria for allowing commercial or non-commercial permitted and authorized recreational activities. Criteria for considering group activities will include:</p> <ul style="list-style-type: none"> <li>• Provide a needed service not available on private lands;</li> <li>• Support tourism and economic development;</li> <li>• Be compatible with other public land uses and resources;</li> <li>• Maintain public health and safety</li> </ul>

Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan			
Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Special Management Areas	<p><b>Areas of Critical Environmental Concern (ACECs)</b></p> <p>The Brothers/La Pine RMP identifies a number of ACECs but does not identify any that are based on old growth juniper or visual resource characteristics. There has been public interest in placing some special area designations on unfragmented blocks of old growth juniper. As with many of the public lands in the area, increased growth increases the recreational and other casual uses within existing ACECs. The Brothers/La Pine RMP did not provide direction for conditions under which new ACECs could be established or existing ACECs could be expanded or reduced in response to new information or changed circumstances.</p>	<p><b>Areas of Critical Environmental Concern (ACECs)</b></p> <p>Identify the long-term desired condition, distribution and location of areas with special management emphasis. Such areas may contain unique or representative vegetation, geologic, wildlife, scenic, recreational, or cultural values. Recommend, as appropriate, areas for designation as National Conservation Areas, National Wild and Scenic Rivers, National Historic or Scenic Trails, or National Recreation Areas.</p>	<p><b>Areas of Critical Environmental Concern (ACECs)</b></p> <p>The range of alternatives will consider:</p> <ul style="list-style-type: none"> <li>• Designation of new ACECs that meet the criteria</li> <li>• Review existing ACECs for changes in boundaries to better protect or interpret key resources or to enable recreational use</li> <li>• Consider management guidelines for existing and proposed ACECs.</li> <li>• Examine criteria for implementing actions and a range of possible actions based on existing conflicts or concerns.</li> <li>• Identify opportunities to develop public education and interpretation strategies.</li> <li>• Review existing ACEC proposals for Alfalfa Market Road, Columbia Southern Irrigation, Juniper Woodland, and Smith Rock.</li> </ul>
	<p><b>Caves</b></p> <p>Many of the caves located within the planning area are being managed under "emergency closures." Some of these emergency closures will expire in the near future. Increased population growth in the area has resulted in more cave visitors. The popularity of rock climbing in caves, and the likelihood of new cave management policies in adjacent national forests may affect future use and management needs at BLM managed caves.</p>	<p><b>Caves</b></p> <p>Designate which activities and uses will be allowed in and around caves. Determine actions necessary to protect cave resources, and prioritize implementation of these actions.</p>	<p><b>Caves</b></p> <p>The range of alternatives will:</p> <ul style="list-style-type: none"> <li>• Examine criteria to determine conditions for public use and access in and around caves.</li> <li>• Consider the location and public and resource values associated with the caves and appropriate jurisdictional responsibilities for each cave.</li> </ul>

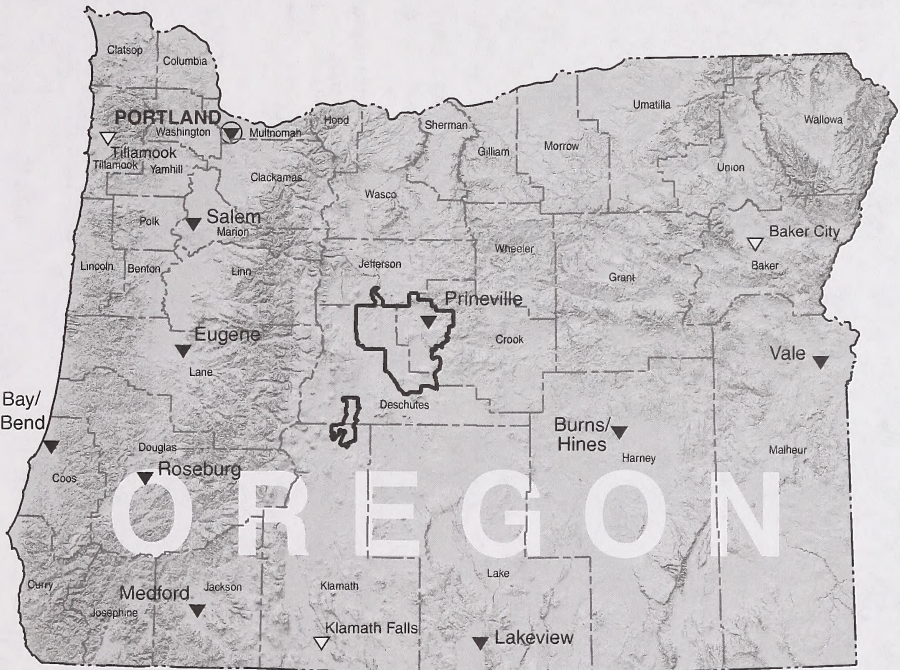
**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p><b>Special Management Areas</b> (continued)</p>	<p><b>Wilderness Study Areas</b></p> <p>Interim travel management policy within the Wilderness Study Areas is not always clearly understood by users or other agencies, resulting in sometimes inappropriate or uncoordinated activities within those areas. Motorized uses within the Badlands WSA is specifically limited to the interim policy by Court order (see Area Profile - Millican Valley OHV, Chapter 3). Non-motorized uses are increasing, and the Brothers/La Pine RMP does not address management of those uses. Requests for commercial uses within the WSAs are increasing, and the Brothers/La Pine RMP does not identify clear guidelines for prioritizing or permitting those activities (see also Land Uses - Temporary Uses, Chapter 5).</p>	<p><b>Wilderness Study Areas</b></p> <p>Designate Wilderness Study Areas to be managed under current interim management policy; and review undesignated river segments for eligibility for inclusion in the National Wild and Scenic River System.</p>	<p><b>Wilderness Study Areas</b></p> <p>The range of alternatives will:</p> <ul style="list-style-type: none"> <li>• Examine long-term desired conditions for motorized and non-motorized use</li> <li>• Develop criteria under which actions to maintain Wilderness suitability would be taken</li> <li>• Determine what actions could be taken to maintain Wilderness suitability.</li> </ul>
<p><b>Archaeological Resources</b></p>	<p>Currently, uncontrolled use of public lands is the most immediate and pervasive threat to archaeological resources. Increased visitation often results in intentional or inadvertent damage to archaeological resources due to collection, vandalism, and other disturbances.</p> <p>In addition to a rise in recreational use, authorizations for rights-of-ways, mining, public facilities, habitat improvements, land exchanges, urban growth and other legitimate and necessary uses of the public lands have increased. Those uses will continue to result in an ever-diminishing archaeological resource base, even when data recovery or other forms of mitigation are employed.</p>	<p>Establish long-term desired conditions for archaeological resources. Identify restrictions that may affect the location, timing, or method of development or use of other resources in the planning area. Identify measures to pro-actively manage, protect, and preserve cultural and heritage resources and areas of traditional cultural significance.</p>	<p>The range of alternatives will examine conditions under which archaeological resources can be managed pro-actively considering their scientific, sociocultural, educational and recreational values.</p>

**Table E-1. Summary of Issues, Decisions, and Alternatives in the Upper Deschutes Resource Management Plan**

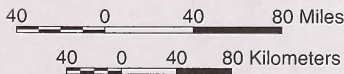
Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Public Health and Safety	<p>Increasing population densities in the central Oregon area have resulted in a growing number of situations that have the potential to affect public health and safety. These include such things as fire management, illegal dumping that can include hazardous materials, shooting, and increased collisions livestock and vehicles. Most of these issues overlap other issues discussed previously.</p>	<p>Identify conditions that can lead to public health and safety concerns, define the BLM's goal for public safety associated with each risk, and determine which BLM actions would produce or prevent unacceptable risks.</p>	<p>The range of alternatives will:</p> <ul style="list-style-type: none"> <li>• Examine criteria to resolve public safety issues, with an emphasis on potentially life-threatening conflicts.</li> <li>• Consider conditions under which activities such as shooting or campfires would be permitted</li> <li>• Examine fuel conditions by area, considering life and property at risk, ecosystem, and wildlife values.</li> <li>• Involve adjacent landowners in property protection</li> <li>• Identify programs to educate homeowners about fire in the ecosystem.</li> </ul>
Socio Economic	<p>The public and stakeholders demand that management of public lands reflect their social and economic values. These values vary from individual to individual, from organization to organization, and from region to region of the nation. Some values may conflict, for example the value of natural resources in their natural setting versus the value of using those resources to meet the society's need for a resource such as aggregate. The BLM planning process must consider these competing values in the planning process.</p>	<p>The final decision will consider the social and economic consequences of all alternatives.</p>	<p>Based on the range of alternatives designed to address the previous issues, the Upper Deschutes RMP will display the social and economic trade-offs between alternatives.</p>





**LEGEND**

- ⊙ BLM State Office
- ▼ BLM District Office
- ▽ BLM Resource Area Office
- - - County Boundary
- Upper Deschutes Planning Area



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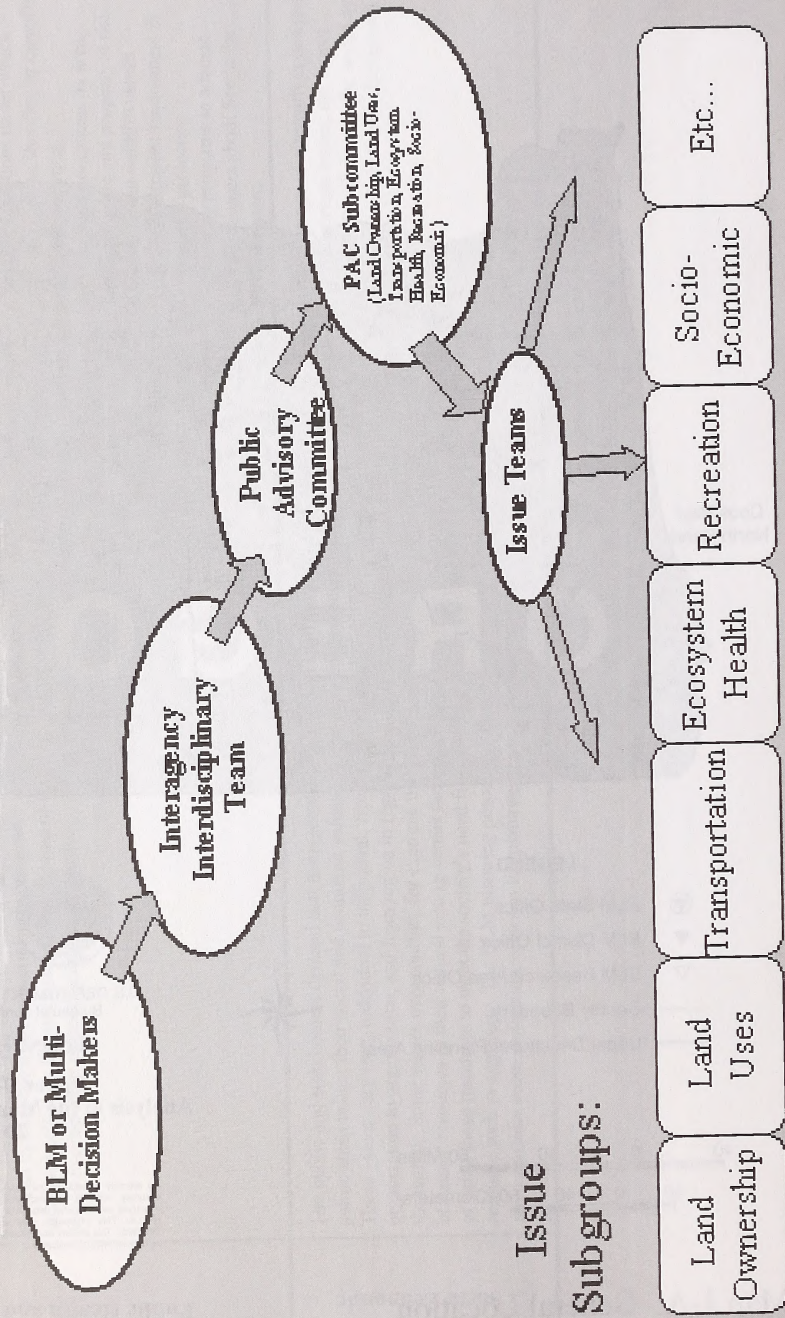
**Upper Deschutes  
Analysis of the Management Situation  
2001**

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Map 1-A: General Location

D07-02-01 - CP

# Collaborative Structure & Participation



Issue Subgroups:

## **Products of the Plan:**

Analysis of the  
Management Situation

.....Summer 2001

Draft Environmental  
Impact Statement

.....Fall 2002

Final Environmental  
Impact Statement and  
Proposed Management  
Plan

.....Summer 2003

Record of Decision and  
Final Management Plan

.....Winter 2003



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