

## **Appendix A**

# **ISSUES, CONCERNS AND OPPORTUNITIES**

APPENDIX A ISSUES, CONCERNS, AND OPPORTUNITIES

A. ISSUES,  
CONCERNS, AND  
OPPORTUNITIES  
IDENTIFICATION

Forest planning is an issue-driven process. As such, the process is based on responsiveness to changing conditions of the land and resources and changing social and economic demands of the American people.

The first step in the planning process is the identification and evaluation of public issues, management concerns, and resource use and development opportunities. For this Forest, that step ultimately resulted in the five issues described in Chapter I of this document.

The lengthy process of arriving at those five issues is detailed in this appendix and the results summarized in Table A-1.

The process of identifying issues, concerns, and opportunities for the planning effort began in December 1980 when 36 preliminary issue questions were presented to the public for their comments. The list was developed by the Forest planning team from previous public input to Forest unit plans, the Timber Resource Plan, appeals, the Regional Guide, Resource Planning Act, RARE II, and from correspondence.

These potential issues were written questions that needed to be resolved through the planning process and were grouped under the major Resource Planning Act elements.

Four public meetings were held to present the planning process and to provide opportunities for citizens to express their opinions. These meetings were held according to the following schedule:

Burns, Oregon	January 12, 1981
John Day, Oregon	January 13, 1981
Long Creek, Oregon	January 14, 1981
Prairie City, Oregon	January 15, 1981

These meetings were attended by approximately 90 people. Meetings were also held for all Forest employees.

A response form was distributed displaying the original 36 possible issues, and approximately 260 responses were received.

When the interdisciplinary team evaluated these responses, it became apparent that many similar concerns were expressed so those topics were grouped together and "tied" to an original issue by interdisciplinary team members. Then each response was screened against the following five criteria.

1. Is the response within the legal responsibilities of the Forest Service?
2. Should this response be addressed by another Federal, State, or local government agency?
3. Can this response be best resolved at the National, Regional, or Forest level?
4. Can this response be resolved effectively in the Forest planning process?
  - a. Does it affect Forest land use patterns?
  - b. Will it have an effect on the quality, quantity, or type of products, goods, or services produced (or that could be produced) from the Forest?
5. Can this response be more effectively resolved through management processes that already exist (environmental assessment, Forest Service Manual policy statements)?

The 36 original preliminary issue questions and responses were then evaluated by both the Forest's management team and interdisciplinary team. Based on common elements and the interrelationship of the responses, the 36 original preliminary issue questions were grouped into 13 preliminary issues which incorporated both public issues and management concerns and opportunities.

Following is Table A-1 which displays the 36 preliminary issues and the disposition of each in the beginning of the planning process



**TABLE A-1**

**DISPOSITION OF PRELIMINARY ISSUES, CONCERNS, AND OPPORTUNITIES**

Preliminary		
Issue Number	Subject	Disposition
1	Undeveloped/Primitive recreation	Roadless Area Issue
2	Off-road vehicle recreation	Standards
3	Developed recreation	Alternative Resolution
4	Quality of wilderness experience	Deferred to wilderness planning
5	Management of fire, insects, and disease in wilderness	Deferred to wilderness planning
6	Management of habitat	Habitat Issue
7	Diversity	Not designated as an issue; this will be evaluated as an effect of each alternative
8	Road closures	Habitat Issue
9	Habitat of Threatened and Endangered Species	Standards
10	General wildlife habitat management	Standards
11	Old-growth Management	Alternative Resolution
12	Anadromous fisheries habitat	Riparian Area Issue
13	Riparian area management	Riparian Area Issue
14	Forage allocation	Habitat Issue
15	Range allotment management	Riparian Area Issue
16	Timber harvest level	Timber Management Issue
17	Intensive timber management	Timber Management Issue
18	Allocation of forest land	Timber Management Issue
19	Departure from nondeclining flow	Timber Management Issue
20	Wood residue utilization	Timber Management Issue
21	Water quality	Riparian Area Issue
22	Water quantity	Riparian Area Issue
23	Mineral resource management	Not designated as an issue, the effects of each alternative on the availability of mineral resources will be evaluated
24	Dependent community stability	Community Stability Issue
25	Social impacts	Community Stability Issue
26	Role of fire	Standards
27	Role of integrated pest management	Standards
28	Role of law enforcement	Standards
29	Use of pesticides and herbicides	Standards
30	Landownership adjustment	Project-level planning
31	Intermingled ownership	Project-level planning
32	Public access	Standards
33	Soil resource protection	Standards
34	Level of road management	Standards
35	Trails management	Standards
36	Management of Pine Creek	Roadless Area Issue

During the summer of 1981, various mining companies with local interests were contacted because they had not been part of the original mailing

In late August 1981, the 13 preliminary issues were approved by the Regional Forester. These issue questions were then used as the basis for further planning activities.

In October 1982, the United States Court of Appeals for the Ninth Circuit upheld a lower court's decision that the environmental impact statement for the Roadless Area Review and Evaluation (RARE II) was inadequate. The Assistant Secretary of Agriculture at that time, John Crowell, decided that the Forest Service should evaluate future management possibilities, including wilderness, for the areas that had been previously evaluated in the RARE II process.

In October 1983, the planning regulations were revised to direct reevaluation of those roadless areas. In February 1984, a Forest Plan Report from this Forest was sent to all addresses on the mailing lists of the Malheur, Umatilla, Ochoco, and Wallowa-Whitman National Forests in order to reach as many interested people as possible with this new issue. This report provided a review of the 13 preliminary issues, and introduced the new issue of roadless area evaluation. Information and a map on each of the 20 areas on the Forest were included. Recipients were asked to comment about the specific roadless areas and to submit any other comments they wished to make. About 500 responses addressed the 14 preliminary issues and provided detailed information about the 20 roadless areas on the Forest.

The Oregon Wilderness Act was passed on June 26, 1984, designating 2 of the 20 roadless areas as a part of the National Wilderness System and "releasing" the rest of the areas from further consideration as wilderness with one exception. The exception to this is the Pine Creek Further Planning Area which meets the criteria for wilderness and which was not evaluated in the RARE II process.

On May 1, 1984, the 14 preliminary issues were consolidated into 9 "planning topics." These planning topics were (1) timber management, (2) range management, (3) social and economic impacts, (4) recreation, (5) transportation system management, (6) riparian area and fisheries habitat management, (7) habitat, (8) old-growth forest, and (9) undeveloped area management. These nine planning topics provided the framework within which alternatives were formulated.

During May 1987, the nine planning topics were reviewed again. Five of these planning topics were determined to be the key issues which drove alternative formulation. The other four planning topics were not significant factors in alternative formulation, however, the topics they represent are addressed through the range of alternatives presented in this Final Environmental Impact Statement. The various ways of addressing these topics in the alternatives reflected the management emphasis of the individual alternative. For example, an alternative which emphasized retention of unroaded areas would also emphasize dispersed recreation and old-growth habitat management.

The five key planning issues are described below.

**Economic Stability: How will management of Forest resources affect local communities?**

The Malheur National Forest comprises about 39 percent of Grant County's acreage and 5 percent of Harney County's acreage, as well as small acreages in Baker and Malheur counties. Because of the substantial acreages, distinct economic ties, and the peoples' use patterns, the Forest's primary zone of influence has been determined to be Grant and northern Harney counties.

Malheur National Forest policies have a direct impact on local, dependent industries which in turn affect business income, wages, employment, and revenues to the counties. The principal industries in the Forest's zone of influence are wood manufacturing, agriculture (i e , ranching), and retail trade. These three industries account for about half of all employment in the area. Another large part of the economy is government employment, and much of that is also based on timber and livestock management.

Forest management activities and the resulting outputs influence job opportunities, incomes, and the way of life of the approximately 15,000 residents in local communities. Changes in Forest outputs and activities will affect the social and economic life of the local population.

Economic stability is acknowledged to be very important, and social stability is strongest when the local industries are healthy. Many people (e.g , mill employees, government officials, business owners) equate stability with a sustained supply of Malheur National Forest timber adequate to meet the demands of local industry. Some individuals or groups (e g , preservationists, conservationists, the Chambers of Commerce, retailers) also think that the counties have been too dependent on timber manufacturing, and that a more diversified economy should be cultivated, including growth in tourism. Currently, most tourism occurs during the fall hunting season.

The Malheur National Forest also plays a role in county finances through payment of 25 percent of its revenues to the counties. This money, of which 99 percent is from timber-generated receipts, has a significant effect on the finances of county schools and roads. In 1986, Grant County received \$8.0 million and Harney County received \$2.1 million from resource utilization on the Malheur National Forest.

The alternatives affect the local communities differently by supplying various mixes of Forest commodity outputs. Some alternatives provide high levels of timber to support jobs and lifestyles dependent on the lumber and wood products industries. Other alternatives emphasize recreation, visual resource quality, and wildlife and fish habitat, resulting in employment reductions in the local area. The alternatives vary in economic value and efficiency depending on the mix of resource outputs. The following indicators are used to evaluate the responsiveness of the alternatives to this planning topic: changes in jobs and income, and payments to counties.

**Timber Management:** What level of sustained annual yield of timber products should the Forest provide while still maintaining Forest productivity and meeting local, regional and national needs? How much timber land should be managed for wood fiber production; what species should be favored; and what management methods should be used to achieve the desired harvest level and species mix?

The Forest has been providing timber products to the local and national market for over 70 years. The average annual volume of timber sold over the last 10 years (1980-1989) has been 227 million board feet per year. During this period, the goal of the timber sale program on the Forest has been to gradually increase the annual volume sold to reach 270 million board feet by 1990 in order to have an average annual sell volume of 230 million board feet over the decade 1980-1990 (Malheur National Forest 1979 Timber Resource Management Plan). This planned increase has been within the physical ability of the Forest to produce timber.

An analysis of the Forest's ability to purely produce timber indicates that the Forest could supply up to 59.1 million cubic feet (about 326 million board feet for the first decade) per year on a nondeclining flow harvest schedule.

The ability to increase future timber supply levels could have future implications for the local timber industry which is almost totally dependent on the Forest for its supply of raw material. Resource Planning Act National and Regional projections show increasing demand for timber in future decades. This National and Regional increase in demand for timber could increase demand for Malheur National Forest timber.

The primary timber-producing species are ponderosa pine, Douglas-fir, western larch, true firs, and lodgepole pine. In the past, the majority of the volume sold has been from mature, open, ponderosa pine stands (approximately 70 percent of the total volume sold), especially those found in fairly level, easily roaded areas. Local mills are currently maintaining a competitive market position by producing a quality ponderosa pine product. Available areas for timber harvest are increasingly found in steeper areas forested predominantly with Douglas-fir, western larch, white fir, and grand fir. As timber stands are brought under forest management, trees of all species would be harvested at ages ranging from 50-150 years to maximize the utilization of the wood fiber production potential of the Forest. Most trees currently harvested are over 200 years old.

Management of the timber resource interacts with every other resource on the Forest. The interrelationships are sometimes complementary, sometimes competitive, and sometimes mutually exclusive. Rising demands for other resource uses are increasing the complexity of timber management. The desire for old-growth habitat by groups such as Izaak Walton League, Audubon Society, Oregon Department of Fish and Wildlife, Oregon Natural Resources Council, and Grant County Conservationists to meet the needs of specific plants and/or animal species or for other reasons would reduce the timber volume available to respond to National and Regional demands and to maintain or expand the wood products industry in the community.

The management methods which would provide the largest amount of wood fiber to meet national demands would provide this wood fiber primarily in smaller-diameter mixed conifer species. Although the local and sub-regional timber industry is anticipating and planning for this shift in product, some industry members express concerns because their mills are currently set up to process larger-diameter trees and they have a more favorable market position with ponderosa pine. Local residents, hunters, and Forest visitors desire the appearance of mature, ponderosa pine stands and express concerns about the appearance and success of clearcuts on the Forest. County and State officials and private landowners emphasize the need for intensive management of the existing mixed conifer understory, particularly to reduce the losses related to western spruce budworm and other insect damage.

Competing demands for Forest resources are exemplified by the demand for wilderness and roadless areas which preclude timber management. This is described in a separate issue.

The relationship between big-game habitat and timber management is very complex. This is also described in a separate issue.

The amount of wood that can be offered for sale each year is based upon the amount of land suitable for timber production, the volume that the land is physically capable of producing, and the other resource objectives that must be met. Alternatives were developed that explored different ways of producing volumes of timber. One approach was to allow harvesting on the maximum amount of suitable land while meeting minimum management requirements for wildlife, fish, and water. Another approach was to increase the annual timber offerings by departing from a nondeclining evenflow level of harvest. The extent to which the alternatives are responsive to this topic can be evaluated by the following factors: allowable sale quantity (ASQ), number of acres suitable for timber production, ponderosa pine volume offered, average annual acres clearcut, and average annual acres receiving overstory removal harvests and uneven-aged management prescriptions.

**BIG-GAME HABITAT MANAGEMENT:** What level of big-game habitat must be provided to meet the needs for desirable big-game herd levels?

Elk populations prior to 1970 were relatively stable, but low. During the past decade populations have steadily increased to a current summer population of about 6,600 elk, about one-third of these elk winter on the Forest. Management of big-game herd levels is the responsibility of the State of Oregon Department of Fish and Wildlife (ODF&W), while the USDA Forest Service manages the habitat occurring on the Forest. Mule deer populations have fluctuated during the past 40 years and are currently on a downward trend in 2 of the 7 game management units which include the Forest. The limiting habitat factor on big-game populations is winter range. Management of big-game winter range for elk is thought to provide for the wintering needs of mule deer as well since available mule deer winter range is minimal and overlaps with elk winter range.

Most of the winter ranges have adequate forage (grass and grass-like species) to carry both the present number of livestock and the present number of wintering elk. Ranchers on private land adjacent to the Forest are concerned about the movement of elk off the Forest to winter and spring range on private land. The increased potential of the Forest to carry larger populations of elk will also increase the potential for more elk to winter on private land. The State management objective for big-game populations for Game Management Units which occur on the Malheur National Forest is to supply winter habitat for approximately 2,865 elk.

The wildlife issue of most concern to the public deals with elk habitat for elk hunting opportunities. Much of the Forest's recreation use occurs during the deer and elk hunting seasons. Most local, and many regional and state residents and hunter's groups are concerned about Forest management activities and their effect on elk numbers and hunting opportunities. Most hunters are not concerned specifically about population numbers, but are more concerned about the length of the hunting season, opportunities for success, and whether hunting will be on a limited entry basis that would reduce their hunting freedom.

To meet the needs of a given population of big game, habitat quality is determined by the appropriate mix and quality of cover, forage, and road density (security from disturbance). Timber management activities since 1970 have improved the balance and distribution of cover and forage on many areas of the Forest, and with adequate road management, the elk population is expected to increase. However, in other areas, the habitat conditions have not been improved.

Oregon Department of Fish and Wildlife population objectives for the elk herds, hunter success rates, and the need to limit hunting opportunities in certain units, are related to the anticipated effects of Forest management of the habitat. For example, in addition to total population objectives, Oregon Department of Fish and Wildlife has objectives for bull-to-cow ratios for each herd at the end of the hunting season. To ensure that not too many bulls get harvested, the Forest Service must limit access (by closing roads) or Oregon Department of Fish and Wildlife must keep the success rates at a level that will meet their population objectives by limiting the number of hunters. The Forest activity that most affects the management actions of ODF&W (to meet its population objectives) is the control of access for hunters using motorized vehicles.

The alternatives vary in their management of habitat. The indicators used to evaluate the responsiveness to this planning topic are the wildlife user days produced, the cover/forage ratios, the potential elk population carrying capacity in winter and summer, the miles of road remaining open, and the acres of winter range maintained and/or enhanced.

**Riparian Area:** What effect will Forest management activities have on riparian areas? What level of fisheries habitat productivity should be maintained; what level of timber harvest is compatible with riparian values; and what level of livestock grazing can be provided while managing for riparian dependent resources?

Although they occupy only about five percent of the Forest's land base, riparian areas are the most productive and biologically diverse areas on the Forest. These areas provide important fish and wildlife habitat and often produce the most lush forage crops, and timber stands. Within mineralized portions of the Forest, placer gold deposits are located in riparian areas. Their gentle topography makes riparian areas attractive for road location and, in the semiarid west, the combination of water and riparian vegetation attracts recreationists. Because of the variety and sometimes conflicting nature of these concentrated uses, they are also the areas with maximum potential for resource use conflicts on the Forest.

National environmental groups (Izaak Walton League, Audubon Society, Sierra Club, etc.) believe that overgrazing and unregulated livestock use of these areas results in a loss of streamside vegetation, increased water temperature, excessive bank erosion, and accelerated sedimentation of gravel fish-spawning areas. These groups have raised riparian management concerns to a national level, often calling for elimination of grazing. They urge that these areas receive special attention in land management planning. This is reflected in the special mention of riparian area management in the NFMA regulations.

Locally, environmental groups, Indian tribes and the Columbia River Inter-tribal Fish Commission, and other agencies such as Oregon Department of Fish and Wildlife and the Environmental Protection Agency share these concerns to varying degrees, along with concerns regarding placer mining activities.

Riparian area forage production and livestock access to water are critical to the grazing allotments on the Forest. Degraded riparian areas do not benefit the permittees. On the other hand, local ranching operations would be adversely affected by significant reductions in permitted grazing levels. The Grant County Resource Council and the Oregon Watershed Improvement Coalition also recognize the importance of healthy riparian areas and advocate coordinated uses of these areas, one of which includes grazing.

The majority of riparian areas on the Forest are in a condition which will meet the needs of the riparian dependent resources. However, approximately 235 stream miles have been inventoried as being in a less than desirable condition. Less than desirable characteristics of these streams include extensive areas of unstable eroding streambanks, lowering of the water table, and lack of adequate stream surface shading. Although uncontrolled logging practices, roads adjacent to streams, insect outbreak, and fire can influence shading and streambank stability, the largest impacts on stream temperature and stability on the Malheur National Forest appear to be due to a reduction of hardwoods caused by ungulate grazing. With few exceptions, the majority of the gullies on the Forest are also the result of the loss of the stabilizing root system caused by a reduction in the hardwood community.

There is generally a consensus that improving streams and watersheds which are in a less than desirable condition is beneficial for all resources and user groups; the cause of the decline, the specific methods and treatments used for improving the health of the stream systems, and the rate of improvement are some of the areas of contention and controversy. There are opportunities for increasing the rate of improvement in riparian zones; however, these are generally perceived as reducing the amount of forage available for livestock grazing and in reducing timber outputs

The alternatives vary in their management of riparian areas, which primarily determines the condition of the fisheries habitat. The indicators used to evaluate the responsiveness of the alternatives to this topic are the livestock management strategy proposed for unsatisfactory riparian areas, the expected increases in anadromous fish production, and the average annual animal unit months of livestock grazing permitted.

**Roadless Areas:** Should some or all of the Forest's roadless areas remain roadless, be opened to roaded development, or be recommended to Congress for wilderness classification?

The Forest currently has 18 separate undeveloped areas comprising 180,948 acres. Some people enjoy the recreation experience available in areas which have many characteristics of wilderness but fewer restrictions. Such areas can be characterized as providing semiprimitive (nonmotorized or motorized) recreation opportunities. Maintaining the undeveloped character would mean excluding such areas from regulated timber harvest and road construction. In areas providing for motorized use, off-road vehicle use may continue. Mineral exploration and extraction could continue in both types of area.

~~Areas maintained in an undeveloped condition would also be eligible for future wilderness consideration.~~ National and regional environmental groups such as the Wilderness Society, Native Plant Society, and Oregon Natural Resources Council are philosophically opposed to development of these areas, stating that in many cases there is no need for development and they should remain undeveloped rather than foreclose on future wilderness possibilities. One of these areas, Pine Creek, must be evaluated at this time for potential inclusion in the National Wilderness System because it was designated for further planning review by the RARE II Final Environmental Impact Statement. These same groups, as well as local environmental groups, some hunters, and some local residents, favor roadless management of these areas because they believe it protects sensitive plant species, wildlife habitat, and water quality better than management geared toward consumptive uses.

Others; such as the mining and timber industry associations and businesses, many local residents, and local governments; state that the management of these areas has been in limbo long enough. They want to access and develop the resources in these areas to end the uncertainty about their availability. They state that the resources in these areas need to be managed so that they can contribute to local industrial and economic needs. They believe that wildlife habitat can be improved and the vegetation will be in a more vigorous condition if the resources are managed for consumptive uses (primarily wood fiber production).

There are 119,950 of these acres which are forested and capable of producing an annual long-run sustained yield of 4 4 million cubic feet (25.1 million board feet for the first decade) These same areas provide 92,408 acres of old-growth habitat. The resolution of these discussions will not come easily, and the disposition of these areas in an alternative will affect the social environment as much as the biological one

Maintaining areas in an undeveloped condition benefits resources such as recreation, fish and wildlife habitat, and research values The alternatives include various areas and amounts of land to be managed in an undeveloped condition. The indicators used to evaluate the responsiveness of the alternatives are the acres of unroaded areas retained in an unroaded condition and the management planned for the Pine Creek Further Planning Area.

**B. PUBLIC INVOLVEMENT  
BETWEEN DRAFT AND  
FINAL**

The Proposed Forest Plan and Draft Environmental Impact Statement were made available to the public on August 14, 1987 Approximately 1,800 copies of the Proposed Forest Plan and Draft Environmental Impact Statement "Overview" and 900 copies of the documents were distributed to individuals and organizations Copies were also available for review in public and college libraries in Burns, Bend, Ontario, Eugene, Corvallis, and La Grande, and at Forest Service offices throughout Oregon The deadline for submission of written comments was November 14, 1987. This was later extended to December 14, 1987.

Four public meetings were held during September 1987 in John Day, Burns, Prairie City, and Long Creek, Oregon to present the Proposed Plan and Draft EIS and to answer questions Approximately 100 people attended these meetings There were six meetings held for Malheur National Forest employees In addition to these planned activities, 21 meetings, interviews, and presentations were conducted with various interest groups, media, and individuals

The Malheur National Forest received written input from 3,563 people, organizations, and agencies in the form of letters, questionnaires, petitions, coupons, and form letters The majority of input (96 percent) was from individuals An input of 25 percent was from respondents living in Grant and Harney counties; 68 percent was from respondents living in other Oregon counties Most of the input received were form letters (78 percent)

In March 1988 the Forest invited all those who commented on the Proposed Forest Plan and Draft EIS to participate as a member of a "Citizens Working Group " The purpose of the working group was to bring together a group of interested and affected publics representing a variety of viewpoints regarding the management of the Malheur National Forest to discuss the Forest Plan

The first meeting was held in April, 1988 with over 50 people attending The objectives of the meeting were to (1) build rapport among participants, (2) clarify understanding of public comments of the draft planning documents, (3) update the planning process, and (4) identify a smaller group to meet for a two day meeting in May.

A second "Citizens Working Group" meeting was held in May 1988 with a group of 21 who were chosen by the larger group at the first meeting. The objectives of this second meeting were to. (1) continue to build rapport among participants, (2) review preliminary results of the analysis of issues, (3) review information about issues developed at the first meeting, (4) explore potential areas of agreement among participants; and (5) narrow the scope of and/or clarify areas of continuing disagreement

Recommendations presented to the Regional Forester by the Forest were formulated using information and suggestions developed by the working group.

A detailed description of the public involvement process for the development of the Forest Plan can be found in Chapter V, of this Final Environmental Impact Statement.

**C. ADDITIONAL ISSUES IDENTIFIED BETWEEN DRAFT AND FINAL EIS**

The passage of time between the first step taken to identify Forest planning issues and the public review period of the plan, logically brought about changes in the condition of the land and changes in the social and economic demands of the American people

These changes were exemplified in the concerns expressed by the public during the public review process. Numerous concerns were expressed and these concerns were summarized and organized into issues. These comment summaries and the corresponding Forest Service response can be found in Chapter V of the Final Environmental Impact Statement

In reviewing the public comments, additional key issues were identified as having significant importance to the Forest planning process. These additional issues, as well as other public concerns, were addressed between the issuance of the Draft Environmental Impact Statement and the Final Environmental Impact Statement through analysis and alternative development. These issues played a valuable role in the development and identification of Alternative I as the preferred alternative. These additional key issues are as follows:

Timber Management

- 1 Uneven-aged management. The public expressed a dislike for even-aged management in general and clearcutting in particular. They also expressed a belief that uneven-aged management better protects all resources
- 2 Species mix. There was concern expressed about the shift in species mix from a mostly ponderosa pine to a mixed conifer forest over the next 80-100 years.
- 3 Forest character: The public generally supported the maintenance of the existing Forest character; including an emphasis on ponderosa pine

### Road Management

- 1 Specific road policy There appeared to be significant concern about the lack of a specific policy for road management on the Forest
2. Road densities Comments revealed a belief that road densities are too high
- 3 Road closures There was a desire for more road closures
- 4 Construction The public expressed a concern that road construction and maintenance standards are too high
- 5 Elk habitat There was concern about the effects of roads on elk habitat
6. Cumulative effects. There was specific concern about the cumulative effects of road building on water quality, late season flows, and sedimentation

### Elk Habitat Management

- 1 Winter range There was concern about winter range management, timber yields from winter range, and winter range improvement practices
- 2 Minimum cover requirements There was public concern that minimum cover requirements for summer and winter range may be too low and the definition of thermal cover may not be sufficient
3. Road closure policy The public expressed concern over the lack of a specific road closure policy in both summer and winter range
- 4 Habitat modeling process There was concern about the habitat modeling process in general
- 5 Population goals There was a desire for population goals by winter range area.

## D. CONSULTATION WITH OTHERS

### 1. Other Agencies and Indian Tribes

Consultation with other State and Federal agencies has been continuous throughout the planning process

Governor's Forest Planning Team Numerous, detailed discussions have been ongoing with this planning team, since the Draft EIS was released in 1987. The most frequent communication has been in discussing technical and analytical assumptions and resulting outputs as related to management strategies for the Malheur NF

Oregon Department of Fish and Wildlife The most frequent contact has been with the local offices to coordinate information on elk winter range boundaries, Department management objectives and concerns, old-growth management, snag management and the planning process. Numerous phone conversations and meetings have occurred with this agency

Oregon State Forestry: The local Oregon State Forestry representatives have met several times with the Forest planning team to discuss State goals and concerns and to discuss the data used to represent the timber resource in the FORPLAN model.

Oregon Department of Transportation: The Parks and Recreation Division of this State agency supplied the proposed location of the Pacific Crest-to-Desert Trail, particularly where it passes through the roadless areas on the Forest.

USDI, Bureau of Land Management The Vale District and Burns District have produced resource management plans which have been reviewed by the Forest and discussed with BLM planners. In addition, a Statewide Wilderness Study Review is being developed. The Forest is monitoring the progress of this review, particularly regarding two specific areas adjacent to the Forest (Aldrich and Bluebucket Wilderness Study Areas). The Forest is also coordinating management of the Murderers Creek Wild Horse Territory with the BLM.

Other Agencies: The following Federal agencies have sent letters to the Forest expressing their interest in Forest planning and/or mentioning specific plans that may be useful in estimating effects of alternatives or opportunities for coordination.

USDI, Fish and Wildlife Service  
Advisory Council on Historic Preservation  
National Forest Recreation Association  
USDI, Heritage Conservation and Recreation Service  
(no longer in existence)

County Plans - State Land Use Goals: The Forest is located in four counties, Grant, Harney, Baker, and Malheur. Under the Oregon Land Conservation and Development Commission (LCDC) regulations, counties are required to have comprehensive management plans prepared which carry out the state-wide planning goals and to incorporate the plans and programs of the various governmental agencies into a single plan for the area. These plans are reviewed by the LCDC for compliance with the goals. County plans recognize the National Forests as "Forest Land" for their timber capability and also recognize that these lands provide considerable forage for livestock grazing. Grant and Harney Counties make up 97 percent of the Forest and are the only county plans reviewed.

Indian Tribes: The preliminary consultation with Indian Tribes was a result of coordinated meetings held by the Regional Office at selected locations throughout the Region. The comments generated at these meetings were forwarded to the Forest and included in the planning process. The Malheur Forest Supervisor and Planning Staff Officer have continued personal contacts with the Confederated Tribes of the Warm Springs Reservation and the Confederated Tribes of the Umatilla Indian Reservation.

The Treaties of 1855 with these tribes provided that they retain rights to hunt, fish at their usual and accustomed stations, gather roots and berries, and graze livestock on unclaimed lands in their traditional manner. Generally, their goals and concerns were related to the protection and improvement of the natural resources, especially those which the tribes utilize.

The Confederated Tribes of the Umatilla Indian Reservation provided the three Forests adjacent to their reservation or their ceded lands a document called "Recommendations for Forest Plans " This document identified the Tribes' concerns about treaty resources which could be affected by management of the Forests and recommended practices which they feel should be implemented to protect tribal rights and resources

The Confederated Tribes of the Warm Springs Indian Reservation provided very similar information about their concerns They have a comprehensive plan but it is not specific to the Forests within their ceded lands The Northern Paiute Tribe, which has a reservation north of Burns, Oregon, is one of these confederated tribes. Their concerns are much the same as those provided by the Umatilla Tribes.

## 2. Other Consultations and Contacts

Owners of Adjacent Land An effort was made to secure addresses of all owners of intermingled and adjacent land through the county tax offices. These landowners were sent a letter inviting their participation in the planning process and bringing them up-to-date. All responses from this group were integrated into the input analysis process for issues, concerns, and opportunities and respondents were added to the mailing list

Timber Industry Various representatives of timber industry groups have met with the Forest planning team throughout the planning effort. The contacts have generally been for the purpose of bringing the representative up-to-date on planning progress and to explain technical details regarding the FORPLAN model or timber data These groups include

*Timber Inventory*

Industrial Forestry Association  
Northwest Pine Association  
Association of Oregon Loggers  
Malheur Timber Purchasers

Blue Mountain/Grant County Resource Councils Several presentations have been made to the Grant County Resource Council at their request. These presentations have been for the purpose of apprising the council of planning progress and discussing the FORPLAN model Group members have provided input at the issues, concerns, and opportunities development and roadless area review stages and also during meetings. In addition, the Blue Mountain Resource Council has provided documents to the Forest detailing their concerns

Environmental/Conservationist Groups. Members of various groups have met with or contacted the planning team to discuss planning progress, FORPLAN modeling techniques, and specific unroaded areas Two meetings were held by Grant County Conservationists (GCC) for the purpose of reviewing planning and working on a proposed alternative to be submitted to the Forest Planning team members attended those meetings to explain the process to the group and to answer questions GCC submitted recommendations for a Forest alternative in July 1985 These groups include.

Oregon Natural Resources Council  
South Fork Drainage Basin Council  
Cascade Holistic Economic Consultants  
Citizens for Glacier Monument  
Grant County Conservationists

Mining Industry. The American Mining Congress and Atlantic Richfield Company expressed their concerns about mineral accessibility early in the planning process. Atlantic Richfield Company also provided detailed information about the mineral and geothermal resources of the Forest. During the review of roadless areas on the Forest in early 1984, these and other companies again expressed concern about mineral accessibility and development restrictions. These contacts include:

American Mining Congress  
Atlantic Richfield Company  
American Copper and Nickel Co., Inc  
ASARCO

Recreational Groups: There has been limited involvement in the Forest planning process by recreational organizations. Habitat and backcountry recreation are specific concerns mentioned by the following groups

Oregon Hunter's Association  
American Alpine Club

The following pages indicate how the concerns of some of these publics have been dealt with in the planning process (these concerns are more fully described in correspondence in the planning records). Following the summary of the concern, a number (or numbers) is used to indicate the method of addressing that concern. Those numbers and descriptions are listed first.

#### **METHODS FOR ADDRESSING CONCERNS**

- 1 -- Dealt with in standards
- 2 -- A range of responses provided by the alternatives
- 3 -- A Management Area designation addresses this
- 4 -- Not within the scope of the planning process
- 5 -- Addressed in the text of the Final Environmental Impact Statement.

OREGON STATE FORESTRY

Recommend timber harvest levels of:

- 40 million cubic feet in 1980
- 40 million cubic feet in 2000
- 42 million cubic feet in 2020
- 47 million cubic feet in 2070 (2)

Concerned about below-cost sales, recommend cost containment (5)

Concerned about timber demand analysis, recommend analysis of private and Willowa-Whitman NF demand also (5)

Concerned about suitable lands analysis. (2,5)

Interested in subregional harvest levels. Recommend that we look at departure from nondeclining evenflow to offset subregional, especially if the present net value of such an alternative increases (2,5)

Interested in maintaining community stability. (2,5)

Recommend intensive timber management. (2,5)

OREGON DEPARTMENT OF FISH AND WILDLIFE

Goal: Encourage perpetuation of the natural mix of habitat types and plant communities in amounts adequately distributed to maintain at least the current levels of wildlife species. (1,2,3)

Recommend 5 to 15 percent minimum of each major plant community in the forested land base be maintained as old growth (1,2,3)

Recommend 100 percent snag levels in old growth, and 60 percent on the rest of the Forest, with sufficient amount of dead and down material. (1,2,3)

Recommend maintaining or improving water quality and fish and wildlife habitat values in riparian areas. Recommend restoration of degraded riparian areas to 80 percent of potential within 10 years (1,2,3)

Recommend maximum protection of cliffs, rimrock, caves, and talus (1)

Maintain, enhance, or restore instream integrity to acceptable levels and water quality to acceptable levels (1,2,3)

Recommend habitat for elk and deer to provide for no less than their management objective herd levels. Recommend allocation of forage for big-game based on realistic evaluations of competition as described in Elk of North America (1,2)

Allocate all winter range to an identified winter-range strategy (2)

Protect all bald eagle roost sites (1,3)

Enhance, maintain, or restore anadromous fish habitat to 90 percent of smolt habitat capability index (1,2,3)

Glacier, McClellan Mountain, Aldrich Mountain, Dry Cabin, Dixie, Utley, Pine Creek, Malheur River, and North Fork Malheur River should be managed as Semi-Primitive Non-Motorized. (2,3)

Concerned about high timber harvest level effect on water quality and timing on runoff (5)

## CONFEDERATED TRIBES OF THE UMATILLA

Anadromous fisheries are a primary economic and cultural concern and a treaty-protected resource. They have commercial, subsistence, and rearing value. Goal. maintain good quality spawning and rearing habitat (1,2,3)

Recommend providing habitat diversity that encourages perpetuation of naturally occurring mix of climax and seral plant communities in sufficient amounts to maintain current wildlife species and numbers (1,2)

Recommend a sufficient amount of well-distributed old growth (1,2,3)

Maintain 100 percent snag level in old growth and minimum levels or better on the rest of the Forest (1,2,3)

Recommend that habitat provide for at least State management objective herd levels. (2,3)

Recommend stringent control of livestock grazing in riparian areas (1,2,3)

Promote thrifty forests to ward off insects and diseases. Recommend use of uneven-aged management wherever beneficial to tribal interests Do not recommend selling timber above level of demand. (1,2)

## OREGON HUNTERS ASSOCIATION

Concerned about allocation of forage between livestock and big game (1,2)

Concerned about forage consumption rates on winter range. (2)

Eliminate overgrazing on mule deer ranges (1)

Close nonvital (secondary and spur) roads to reduce harassment and increase habitat effectiveness. (1,2)

Aim for an optimum cover/forage ratio. (2)

Meet standards for slash treatment to allow for big-game access (1)

## ENVIRONMENTAL/CONSERVATION GROUPS

Goal. Emphasize Primitive or Semi-Primitive recreation. (2,3)

Goal. Increase carrying capacity for fish and wildlife (2,3)

Goal. Visually pleasing Forest with clean water, productive soil, and stable or improving vegetative communities (1,2,3)

Goal: Minimize road impacts (1,2)

Goal: Emphasize quality over quantity. (2,3)

Goal: All roadless areas remain roadless. (2,3)

Goal. Manage all winter ranges for big game (2,3)

Goal: Manage summer range forage for big game (2,3)

Protect springs. (1)

Maintain a minimum of 120,000 acres of old growth distributed among all ecoclasses (2)

Goal: Manage all visually sensitive areas and trails for pleasing scenery. Maintain naturally appearing landscapes and scenic overlooks (1,2,3)

Increase aspen acreage. (2,5)

Maintain soil productivity and minimize soil loss (1)

Goal: Protect fish and wildlife habitat and minimize disturbance. Minimize impacts of roads on quality recreation experience. (1,2,3)

Goal. Grow mature ponderosa pine Intensively manage true fir sites which are already roaded. (2)  
Stress preservation and enhancement of visual resources along highways. (1,2,3)

Analyze a minimum budget alternative. (2,5)

Analyze a full range of roadless area possibilities (2)

## TIMBER INDUSTRY

Opposed to wilderness designation of Pine Creek. (2)

Concerned about land suitability analysis (2,5)

Concerned about timber demand analysis (5)

Request we examine an alternative which departs from nondeclining evenflow (2,5)

Concerned about dispersion of old growth (5)

Concerned about possible reduction in timber harvest level (2)

Concerned about community stability (2)

Concerned about protection of resources (1,2,3)

Support RPA timber targets (2,5)

Recommend managing forest land productively and efficiently (2)

Reduce high timber mortality losses. (2,5)

Fully utilize forest growth potential. (2)

Increase income to counties (2)

Meet nation's housing needs at reasonable prices (4)

Maintain or increase the land base devoted to timber production (2,3)

Provide certainty in timber supply (2)

Concerned about effect of minimum management requirements on timber harvest levels. (5)

## MINERAL INDUSTRY

Where there is moderate to high potential for deposits of energy or mineral resources, it should be allocated to uses which would minimize restrictions placed on exploration and development of these resources (2)

## BLUE MOUNTAIN RESOURCE COUNCIL

Re-evaluate special areas. (2,3,5)

Manage wilderness to avoid excessive use (1,2)

Manage fire, insects, and diseases in wilderness (1,2)

Incorporate fish and wildlife management in all areas (1,2)

Use coordinated resource planning for range management. (1,2)

Maintain a continuing flow of timber. (1,2)

Recommend economic enhancement of communities (1,2,5)

Make better use of wood fiber (1)

Meet State water quality standards. (1,5)

Maintain or improve spring runoff patterns. (5)

Use coordinated resource planning for mineral management (1,2,5)

Increase opportunity for special employment programs. (4)

Manage to reduce the potential and/or severity of fires, and insect and disease outbreaks (1,2,5)

Consider local impacts of public access (1,2,5)

Maintain or enhance soil productivity (1,2)

Have a planned road program. (1,2,5)

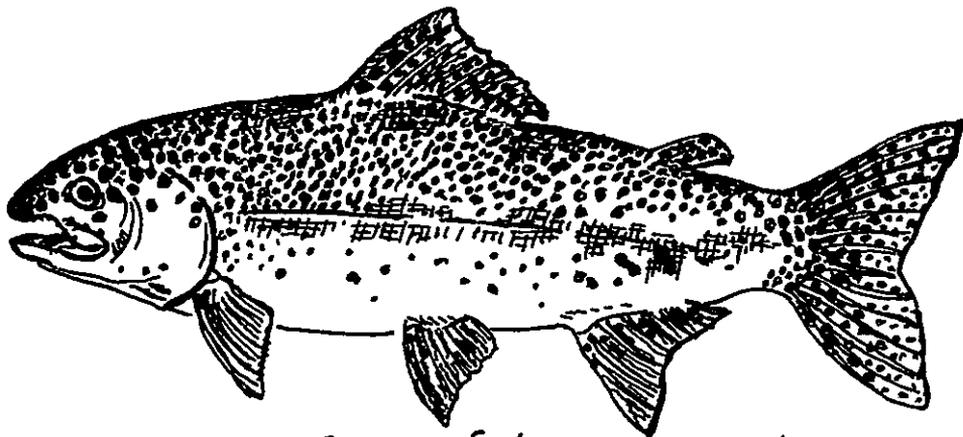
## ENVIRONMENTAL PROTECTION AGENCY

Explain how Forest will comply with or exceed best management practices (1,5)

Recommend protecting high quality waters (1,2,3)

Important fish streams should be identified and related to management areas (1,2,3)

Describe plans for degraded streams. (1,2,5)



Rainbow Trout

MA 1990