

DECISION NOTICE
AND
FINDING OF NO SIGNIFICANT IMPACT

TURNER OTTER SALVAGE AND REHABILITATION PROJECT

Umatilla and Grant Counties, Oregon
USDA Forest Service
Umatilla National Forest
North Fork John Day Ranger District

This Decision Notice and Finding of No Significant Impact (FONSI) documents the Forest Service decision to implement salvage harvest of insect damaged timber within the area described in the Turner Otter Salvage and Rehabilitation Project Environmental Assessment (EA).

The information in this document is described in more detail in the EA. It documents the analysis of the area and is available for public review at the office of the Forest Supervisor in Pendleton, Oregon, and at the North Fork John Day Ranger Station, Ukiah, Oregon. The EA is tiered to the "Umatilla National Forest Land and Resource Management Plan Final Environmental Impact Statement (FEIS)" and Record of Decision (ROD), dated June 11, 1990; and to the "Managing Competing and Unwanted Vegetation" FEIS, ROD, and Mediated Agreement, dated December 8, 1988.

The Turner Otter project area is located approximately 12 air miles southeast of Ukiah, Oregon. The area consists of approximately 5,200 acres and is within the North Fork John Day River watershed. The legal description includes portions of T.6S., R.32E., T.7S., R32E., T7S., R.33E., Willamette Meridian.

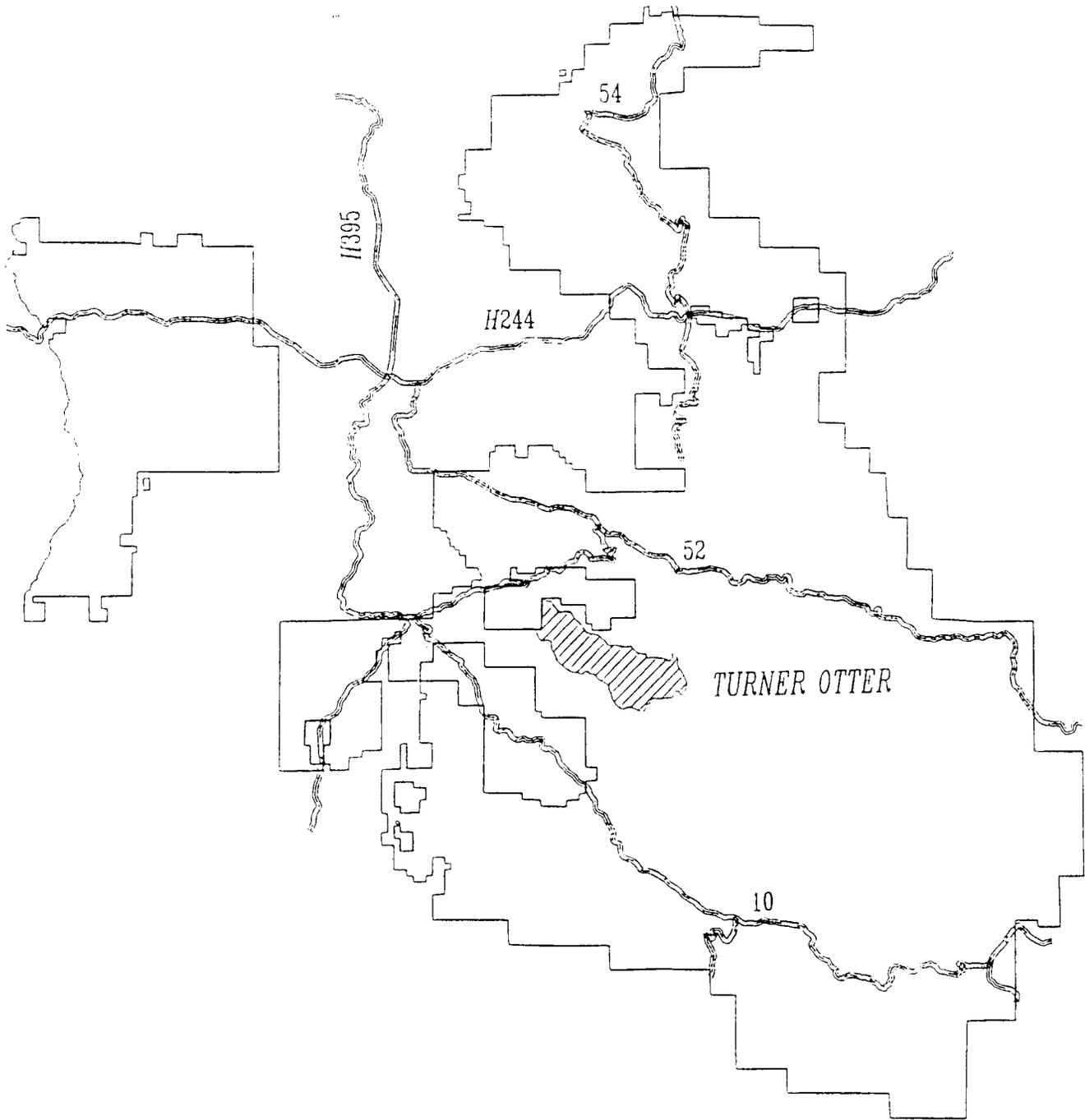
The Decision

It is my decision to implement Alternative 4. This alternative provides for the salvage harvest of 14.9 million board feet of dead and dying, insect damaged Douglas-fir and white fir from 2,000 acres. Units would be harvested through a combination of helicopter and conventional logging systems. No specified road construction would be required. Approximately 0.4 mile of temporary roads would be required to access the units. Approximately 9.9 miles of Forest Road 5505 would be reconstructed. Following harvest, prescribed burning for planting site preparation and fuel reduction would take place.

Other Activities and Mitigation Measures:

1. Development of a western larch seed production area to provide a future seed source.
2. Implementation of a Big Game Security Area in the southern portion of the analysis area. Within this area, timber harvest is deferred, and all roads within these areas will be effectively closed.
3. Snags and green tree replacements will be managed at the 100% potential biological population by marking within salvage units at the 130% level to account for losses due to windthrow and other natural forces.
4. Burning for wildlife forage enhancement.
5. The use of no cut buffers to protect streams, seeps and bogs within the project area.

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6. Planting of shrubs and grass seeding within those riparian areas that are outside of the cattle allotment.
7. The placement of grass seed and waterbars on skid trails, temporary roads and landings.
8. Winged subsoiling will be done on landings and temporary roads, to reduce soil compaction.
9. The existing allotment fence would be reconstructed in order to keep cattle within the cattle allotment.
10. Hand pulling of noxious weeds within the project area.

Additional items can be found in the EA and analysis file.

Monitoring:

In addition to the monitoring requirements in the Forest Plan, the following monitoring elements were added.

1. Monitor changes in HEI and its effects on elk populations in the Desolation Management Unit.
2. Monitor cover around Big Game Security Area (BGSA) to determine when the surrounding area meets Forest Plan Standards and Guidelines for big game cover.
3. Riparian/water (analyze sedimentation, peak flows, streambank stability, water temperature, percent of stream surface shade)
 - a. Stream surveys of Round, Raspberry and Otter Creek, prior to and after proposed timber sale activities.
 - b. The use of thermographs on Round, Raspberry, and Otter Creek before, during, and after, proposed timber sale activities
4. Monitoring of potential noxious weeds within the sale area for 5 years following harvest.
5. Monitor new areas of forage to see if they are being used by cattle.
6. Monitor cattle movement to determine if fences will be necessary in those areas where natural barriers may have restricted their movements in the past.
7. Monitoring to insure that range improvements are in the same condition (or better) than before the sale.

Additional items can be found in the EA, analysis file, and the Forest Plan.

Forest Health Background

Over the last year, forest health issues in the Blue Mountains have been widely explored and debated. During the course of these discussions, priorities for salvage and restoration efforts were established. Recognizing that insect and disease problems know no administrative boundaries, and the epidemic is so vast that full recovery will take decades, there was a need to establish a place to start. Discussions with the Confederated Tribes of the Umatilla and Warm Springs Indian Reservations, Oregon Department of Fish and Wildlife (ODF&W), timber industry, environmental interests, Blue Mountain Natural Resource Institute members, and others have helped establish these priorities. Overall guidance comes from the Umatilla National Forest Land and Resource Management Plan (LRMP) which defines lands suitable for timber production, and establishes management direction, standards and guidelines, and management areas. Long-term restoration efforts are also guided by the seven strategies outlined in the Blue Mountain Forest Health Report published in April 1991. This project is our first project that combines the salvage of dead and dying timber with long-term restoration strategies under the general guidelines outlined above. It includes the following principles:

1. Salvage will be conducted only on lands determined to be suitable and available for timber production in the LRMP.
2. There will be no salvage in riparian areas or Dedicated Old Growth stands.
3. Road construction will be minimized.
4. Douglas-fir and grand fir will be the species designated for salvage.
5. Snag and green tree replacements will be managed at 100% of the potential biological population (Thomas, et al.).
6. Retention of existing ponderosa pine, western larch, and lodgepole pine when combined with the regeneration of fir and non-fir species, will enhance diversity within the project area. This will also provide for more insect resistant stands in the future.
7. Access and travel management activities will be employed to help offset the negative effects of reduced habitat quality for big game. This will be accomplished by reducing the open road density in this area.
8. Activities will incorporate issues generated from the "Planning Considerations" document jointly produced by ODF&W and Forest Service biologists and silviculturists.
9. Long-term ecosystem recovery projects have been identified during the analysis process which will be planned and implemented as funds become available. These include projects such as soil restoration (erosion control and ripping of temporary landings and roads), streamside shade enhancement, noxious weed control, reforestation, and habitat improvements. These projects can be accomplished with funds generated by the sale of salvage material or appropriated dollars. Salvage harvest is the first step in the forest restoration process. Additional site-specific restoration projects will be identified and examined in subsequent environmental assessments.
10. Planning and analysis are done on the landscape scale. By looking at sub-watersheds, or large pieces of land, cumulative effects can more appropriately be analyzed for such things as watershed and big game movement.
11. The reintroduction of fire into the ecosystem is currently being explored. The national forests in the Blue Mountains are currently developing a fire history study that will assist us in determining where, when, and how much fire should be reintroduced that will meet ecosystem objectives. Recognizing that in many areas, artificially high levels of fuel currently exist, we will then plan the most efficient and effective means of utilizing fire on an ecosystem and landscape basis. We intend to utilize results of the fires history study to assist in post-salvage activities within the project planning area.

The project lies within lands ceded to the United States by treaties with American Indian tribes. These treaties established trust responsibilities for the United States that were intended to protect reserved rights and interests of the tribes. During project scoping and alternative analysis, we tried to assure these responsibilities were carried out. One of the dominant concerns of the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) is the need for cold, clear water. The alternatives and specific mitigation measures for this project were developed with these concerns in mind.

In my review of this project, along with the entire forest health situation on the Umatilla National Forest, it is clear to me that salvage of dead and dying timber is only a part of the solution. Clean water and productive soils are the foundation for forest health. This project will accomplish some of the work necessary to move toward desired future conditions, and it should generate funds to help accomplish other aspects of forest health.

Purpose and Need

Throughout the Blue Mountains, past management practices of selective harvest and fire exclusion have encouraged timber stands, previously dominated by ponderosa pine and western larch, to become dominated by shade tolerant species (true firs and Douglas-fir). This altered pattern of succession has resulted in timber stands which are not in their preferred environmental habitat and are therefore not as readily adaptable/resilient to climatic changes, insects, and diseases. This, coupled with six consecutive years of drought, has resulted in trees which are susceptible to the survival, growth, and spread of several insect and disease organisms.

During the past eleven years, the North Fork John Day Ranger District has experienced various levels of insect damage in the Douglas-fir and true firs due to the western spruce budworm. By the spring of 1989, it became evident that the Douglas-fir bark beetle, a naturally occurring insect, was overly abundant in the weakened trees and that the impacts would be much more severe than anticipated. While the Turner Otter area does provide a favorable habitat for the growth and development of Douglas-fir and true firs, the advanced age of the stand and several consecutive years of drought have stressed the trees to the point where they are no longer able to protect themselves from either of these insect infestations. Considerable mortality, either directly resulting from the spruce budworm or following agents such as the Douglas-fir bark beetle or previously existing diseases, has resulted in a loss of timber productivity, vegetative cover, and wildlife habitat. In addition to this, past practices of fire exclusion, over stocked stands, and increases in pest related tree mortality have considerably increased the amount of natural down and dead woody material (fuel loads). The known fire history of the area and the increasing fuel loads make the likelihood of a high intensity large fire probable.

As a result of the analysis of current and potential conditions, several needs have been identified including:

- * Protection from potential catastrophic wildfire.
- * Salvage of dead and dying timber resources.
- * Restoration of damaged and degraded forest resources and conditions.

Based on the above conditions in the area, a need exists to reduce the concentrations and continuity of natural fuels through the removal or salvage of dead trees. The timber harvest process will help to minimize serious hazards and potential risks from wildfires (CFR 36 217.27(a)(2)).

These dead trees also have a commercial value. Timber harvests are needed to salvage some of the dead and deteriorating timber and recover some of the wood fiber and economic benefits. Salvage of dead and dying timber is an important part of the Forest's Timber Sale Program Quantity and is being substituted for the Allowable Sale Quantity (CFR 36 219.27(e)(2)). Trees that are now dead or dying would normally contribute to the Forest's ASQ.

Timber salvage projects are seen as the start of the process to enhance forest recovery and achieve desired future conditions. An important need is to reestablish healthy, productive forests more rapidly than if no action were taken, to support management of all resources and facilitate recovery and improvement, of forest productivity, vegetation, and habitats.

The site-specific application of Forest Plan direction, Standards and Guidelines, and achievement of long-term desired future conditions is addressed. To meet the needs for wildfire protection, salvage, and restoration (shown above), several project exceptions (amendments) to the Forest Plan are needed. Amendments are needed for the following Forest Plan Standards and Guidelines: Habitat quality (Habitat Effectiveness Index), cover requirements (Management Areas C3 and C7), and dispersion of openings (within the subwatershed).

Key Issues

Identification of key issues provided a basis for the formulation and evaluation of the alternatives. These issues were used to develop the variations between the alternatives analyzed by the Turner Otter Salvage and Rehabilitation Project Environmental Assessment.

1. Stand Health

- a. The exclusion of fire, recent drought conditions, and the advanced age of many of the stands, have created a habitat extremely susceptible to the spread of insect infestations and diseases. Most of the stands within the project area contain trees which are exhibiting some level of recent insect infestation. Silviculturists and entomologists have informed us that while some trees are dead now, many more will die in the near future. This has created a condition that does not provide for the accomplishment of multiple-use management objectives for the Forest.
- b. As budworm-host trees continue to die, minimum tree stocking requirements of the Forest Plan will not be met.
- c. Consecutive years of insect damage and drought conditions have considerably reduced the amount of current and future sources of seed for new trees. This could affect the ability of the trees to produce seeds and cones. This would affect natural regeneration levels and future sources of seed for reforestation planting.
- d. Due to decay, the opportunity to economically remove and/or utilize the dead and dying fir for forest products will continue to decrease as time passes.

2. Fuel Loads/Fire

- a. High tree mortality and past fire suppression efforts have resulted in a change in fuel models, over a large percentage of the area, from the desired future condition. This has led to fuel conditions in which a high risk of wildfire exists and threatens life, property, and resources.

3. Wildlife

- a. Declines in stand health and the corresponding increases in tree mortality have reduced the quantity and quality of habitat for big game. Cover is reduced and escapement opportunity also has declined.

The continuation of insect-related tree mortality and other natural processes, proposed salvage harvest, and/or the results of a projected threat of a high intensity wildfire could result in further reductions in habitat quality.

- b. Increases in insect related tree mortality have created an abundance of snags and dead and down woody material in all size classes. Proposed management activities and/or natural occurrences could reduce present and future habitat availability for cavity nesters and other snag dependent species.

4. Water Quality

- a. Within the John Day River Basin, the North Fork subbasin is the most important for anadromous fish production and provides 60% of the average annual discharge of the John Day River Basin. The continuation of insect-related mortality and other natural processes, proposed harvest of salvage material or the results of a high intensity wildfire would change the condition of the watershed and could result in changes in water quality and fish habitat.
- b. Since the summer of 1985, this section of the North Fork John Day River has exceeded the Oregon State Water Quality Standards of 68 degrees Fahrenheit during the late summer months.

Other Alternatives Analyzed

Alternative 1 - No Action

This alternative continues with the current management of the area and would not initiate any new and/or additional activities. It would result in further deterioration of forest health. As a result, big game cover and the shading component of the riparian habitat would continue to decline. Monetary value, of the trees that die as a result of the insect infestation, would be lost. No rehabilitation or area improvement projects would occur.

Alternative 2

This alternative was developed to salvage insect infested trees, along with other trees, in order to improve stand health and productivity. It attempts to follow the Forest Standards and Guidelines as used under healthy forest conditions.

This alternative provides for the salvage harvest of 4.0 million board feet of timber from 500 acres. Units would be harvested through the use of conventional logging systems (tractor and skyline). Approximately 2.8 miles of specified road construction would be required. Approximately 0.5 mile of temporary roads would be required to access the units. Approximately 10.2 miles of Forest Road 5505 and 1003 would be reconstructed. Following harvest, prescribed burning for planting site preparation and fuel reduction would take place.

Alternative 3 - Proposed Action

This alternative analyzed the effects of road construction in order to harvest the dead timber in a more economical fashion while still considering other resource needs and objectives. This alternative used the Forest Plan exception for catastrophic insect damage and the expected existing condition as the

minimum guideline. It does not meet all of the Forest Plan Standards and Guidelines.

The alternative provides for the salvage harvest of 15.8 million board feet of dead and dying, insect damaged Douglas-fir and white fir from 2000 acres. Units would be harvested through a combination of helicopter and conventional logging systems. Approximately 4.3 miles of specified road construction would be required. Approximately 0.9 mile of temporary roads would be required to access the units. Approximately 9.9 miles of Forest Road 5505 would be reconstructed. Following harvest, prescribed burning for planting site preparation and fuel reduction would take place.

Rationale for Decision

I have chosen to implement Alternative 4 because it provides the best combination of responses to the major issues and the purpose and need for this project. Specific reasons for this decision are:

1. Selection of this alternative would begin the immediate restoration of 2,000 acres within the 5,200 acre Turner Otter area. This would allow for the removal of 14.9 million board feet (MMBF) of timber which will help meet commodity outputs as described in the Forest Plan. The replacement of the dead and dying timber with green trees would increase timber productivity in the area approximately 10 to 20 years sooner than under the no-action alternative.
2. Productive and vigorous stands of timber will be established through regeneration and stocking control treatments on sites that have been severely impacted by the spruce budworm and the Douglas-fir beetle. These sites are now producing wood and big game cover below their productive capability. Dead and dying trees will be utilized for lumber and other wood related products before they deteriorate.
3. Tree mortality from the insect infestation has greatly increased the amount of dead and dying woody material in the area. This increase in fuel loads has increased the risk of wildfires in the area. Alternative 4 allows for the removal of heavy fuel loads and will reduce the acres of unacceptable fuel loads from 3,640 to 1,640 acres. This will correspondingly reduce the risk of a catastrophic wildfire in the area.
4. The loss of vegetative cover, due to the insect infestation, will continue to reduce the quality and quantity of cover available to big game animals. The selection of this alternative will improve big game cover (marginal and satisfactory) approximately 10 to 20 years sooner than the no-action alternative.
5. Compared to the no-action alternative, this alternative provides the most satisfactory and marginal cover in the future (50 years).
6. Habitat for cavity nesters in the Wild and Scenic River corridor, the big game security area, other unharvested areas, and maintaining snags and replacements at 100% of the potential biological population within salvage units, will meet the habitat requirements for these species.
7. Helicopter logging will reduce soil disturbance and also reduce the potential for adverse effects to water quality and the condition of the subwatershed.

8. Under the no-action alternative, the equivalent clearcut acres (ECAs) will exceed 30% for approximately 40 years. With the implementation of this alternative, the ECA condition will exceed 30% for only 25 years.
9. This alternative recognizes and protects the riparian, fish habitat, and water quality values in the project area.
10. The alternative does not exceed State of Oregon water quality standards.
11. The negative visual impacts from large stands of dead and dying timber would be replaced with stands of healthy green trees.
12. This alternative moves the area toward its desired future condition in a shorter time frame than the no-action alternative.
13. The alternative incorporates and assists in implementing the North Fork John Day District's Access and Travel Management Plan.
14. No salvage would be implemented within the North Fork John Day River Wild and Scenic corridor, Dedicated Old Growth (C1), and big game security areas.
15. There will be no effects on populations of yew trees.

Entry Into The Former RARE II Area

Approximately 300 acres of dead and dying fir trees from that portion of the former RARE II area outside of the Wild and Scenic River corridor would be removed by helicopter. Appendix C of the Umatilla National Forest FEIS did not identify this area as roadless.

Since there would be no road construction in this area, the effects on the roadless character would be limited. The project is not likely to affect future consideration of this area for roadless or wilderness designation.

Consistency Finding

The selected alternative falls within the scope of and is in compliance with the Final Environmental Impact Statement for Competing and Unwanted Vegetation which was published in December of 1988, and the associated Mediated Agreement, signed May, 1989. This alternative emphasizes the prevention and early treatment strategies advocated in these documents.

Timber harvesting will be only on lands suitable for timber production that meet the definition of forest land (36 CFR 219.3). This project has been found to be in conformance with the seven requirements of 36 CFR 219.27 (b).

Any project proposed for implementation has to meet the requirements of the National Forest Management Act (NFMA). The ID Team incorporated the following major points of NFMA into project design:

1. Consistency - Project implementation will be in accordance with the intent of NFMA (36 CFR 219.27 (a)).
2. Suitability - Commercial timber production will be limited to lands classified as suitable for timber production (36 CFR 219.3). The determination of suitability was made considering physical, economic and other factors.

3. Clearcutting and even-aged management - Clearcutting will only take place in those units that would not have manageable stands or not meet minimum stocking requirements after salvage treatments.

4. Vegetative manipulation - Management prescriptions that involve vegetative manipulation will meet the conditions of 36 CFR 219.27 (b). These conditions primarily insure that multiple use goals are met, site productivity and all resources are protected, and that projects be practical to implement.

Consultation with Others

The ID Team continued coordination with personnel from the Oregon Department of Fish and Wildlife during this analysis.

The North Fork John Day Ranger District Newsletter was sent out on April 29, 1992 to those citizens and groups who had expressed prior concern about district activities.

A public meeting was held at the North Fork John Day Ranger District office on the following dates: January 20, 1990; May 15, 1991; and October 29, 1991. At the meeting, attendees were updated on the budworm/bark beetle situation, questions were answered, and comments were obtained.

Several news releases from November to January appeared in the East Oregonian and the Blue Mountain Herald to inform the general public of the budworm/bark beetle situation throughout the analysis process.

In addition to the public participation discussed, the following groups and individuals were contacted for input: the Confederated Tribes of the Umatilla Indian Reservation, Oregon Hunter's Association, Oregon Natural Resources Council, Northwest Trail Association, Association of Oregon Loggers, adjacent landowners, and range permittees.

Site-Specific Forest Plan Amendment

Due to the large scale insect infestation, Alternative 4 is not consistent with the following Standards and Guidelines in management areas A3, C3, and C7. The Forest Plan is based on healthy forest conditions. Therefore, it is my decision to issue a site-specific, nonsignificant Forest Plan amendment for this project. This will not alter the Desired Future Condition in these management areas. This amendment is as follows:

Habitat Effectiveness Index (HEI):

In C3 (Winter Range), Forest Plan Standards and Guidelines require an HEI of no less than 70. According to the HEI calculations, this alternative does not currently, nor at any time during the next 50 years, meet this requirement.

The Forest Plan is amended by allowing an exemption from this standard (FP p. 4-152) for the Turner Otter project area only.

Big Game Hiding Cover:

In C3 (Winter Range), Forest Plan Standards and Guidelines require that a minimum of 10% of the area provide satisfactory cover and when possible,

30% of the area provide total cover (satisfactory and marginal). Currently, satisfactory cover does not meet and is not expected to meet this requirement in the next 50 years. While total cover currently meets and will again meet this requirement in 40 years, it will not meet the requirement for the next 30 or so years. The Forest Plan is amended by allowing an exemption from this standard (FP p. 4-152) for the Turner Otter project area only.

In C7 (Summer Range), Forest Plan Standards and Guidelines require that a minimum of 10% of the area provide satisfactory cover and when possible, 30% of the area provide total cover (satisfactory and marginal). Currently, satisfactory cover is not being met, but is expected to meet this requirement in 50 years. While total cover currently meets and will again meet this requirement in 40 years, it will not meet the requirement for the next 30 or so years.

The Forest Plan is amended by allowing an exemption from this standard (FP p. 4-168) for the Turner Otter project area only.

Dispersion:

Following salvage harvest, subwatershed 35C will meet Forest Plan standards of no more than 30% of general forested lands in the 0 to 10 age class. Subwatershed 35D will not meet this standard. Within the C7 management strategy (in subwatershed 35D), Forest Plan standards will not be met because more than 25% of the area will contain stands in the 0 to 20 age class.

In the next 10 years, more than 30% of both subwatersheds will contain stands in age 0 to 10, and more than 25% of the C7 area will contain stands in age 0 to 20. Forest Plan standards would not be met.

The Forest Plan is amended by allowing an exemption from this standard (FP p. 4-152) for the Turner Otter project area only.

Other Forest Plan Concerns--Not Amendments

Created Opening Size:

This alternative will "create" openings from 5 to 100 acres. While a majority of the "created" openings will be greater than 40 acres, this is permitted through exemption language in the Forest Plan for catastrophic situations such as the present insect epidemic (FP 4-73).

Visual Quality:

Harvest in the visual corridor (A3 area only) will "create" openings larger than 5 acres. This is permitted through exemption language in the Forest Plan for catastrophic situations such as the present insect epidemic (FP 4-101).

Finding of No Significant Impact (FONSI)

I have reviewed the analysis and find that (with the exceptions explained above for a nonsignificant amendment), Alternative 4 is consistent with the long-term management goals and objectives of the Land and Resource Management Plan for the Umatilla National Forest, effective June 11, 1990. I have determined that the amendment is not significant in relation to the National Forest Management Act.

I have determined that this project is not a major Federal action, and will have no adverse environmental effects over those addressed in the Umatilla National Forest FEIS and the Managing Competing and Unwanted Vegetation FEIS and its Mediated Agreement. This action will have limited context and intensity (40 CFR 1508.27), individually or cumulatively, to the biological, physical, social, or economic components of the human environment. It will have little or no adverse effect on: public health or safety, consumers, civil rights, minority groups and women; prime farmland, rangeland, and forestland; wetlands and floodplains; significant scientific, cultural or historic resources; roadless areas, dedicated old growth areas; ecologically critical areas; threatened, endangered or sensitive species (or their habitat). Biological Evaluations are on file at the North Fork John Day District office. The action does not pose a violation of Federal, State, or local laws imposed for the protection of the environment. Therefore, I find that an environmental impact statement is not needed.

Dates and Information

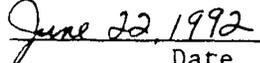
Implementation of this action will not occur before July 4, 1992.

This decision is subject to appeal pursuant to 36 CFR 217. Any Notice of Appeal of this decision must be fully consistent with 36 CFR 217.9, (Content of a Notice of Appeal) and must include the reasons for appeal. A written notice of appeal must be filed in duplicate with the Reviewing Officer, JOHN LOWE, Regional Forester, P.O. Box 3623, Portland, OR. 97845, on or before August 10, 1992.

For further information, contact Craig Smith-Dixon, District Ranger, P.O. Box 158, Ukiah, OR. 97880.



JEFF D. BLACKWOOD
Forest Supervisor



Date