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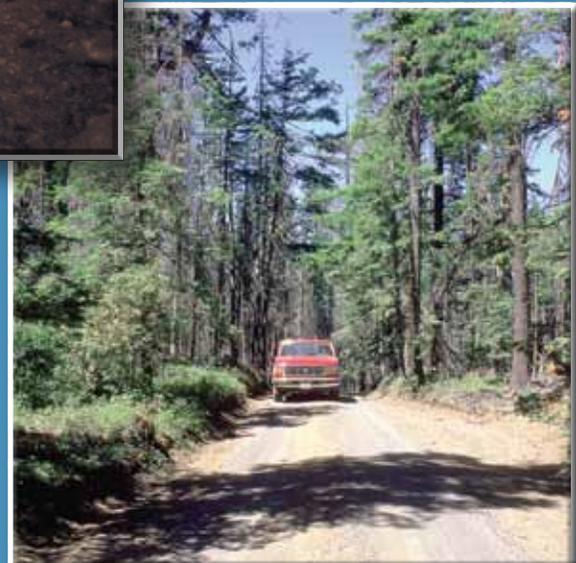


Record of Decision

Travel Management Project

Deschutes National Forest, Ochoco National Forest, and Crooked River National
Grassland

Deschutes, Jefferson, Crook, Klamath, Lake, Grant and Wheeler Counties, Oregon





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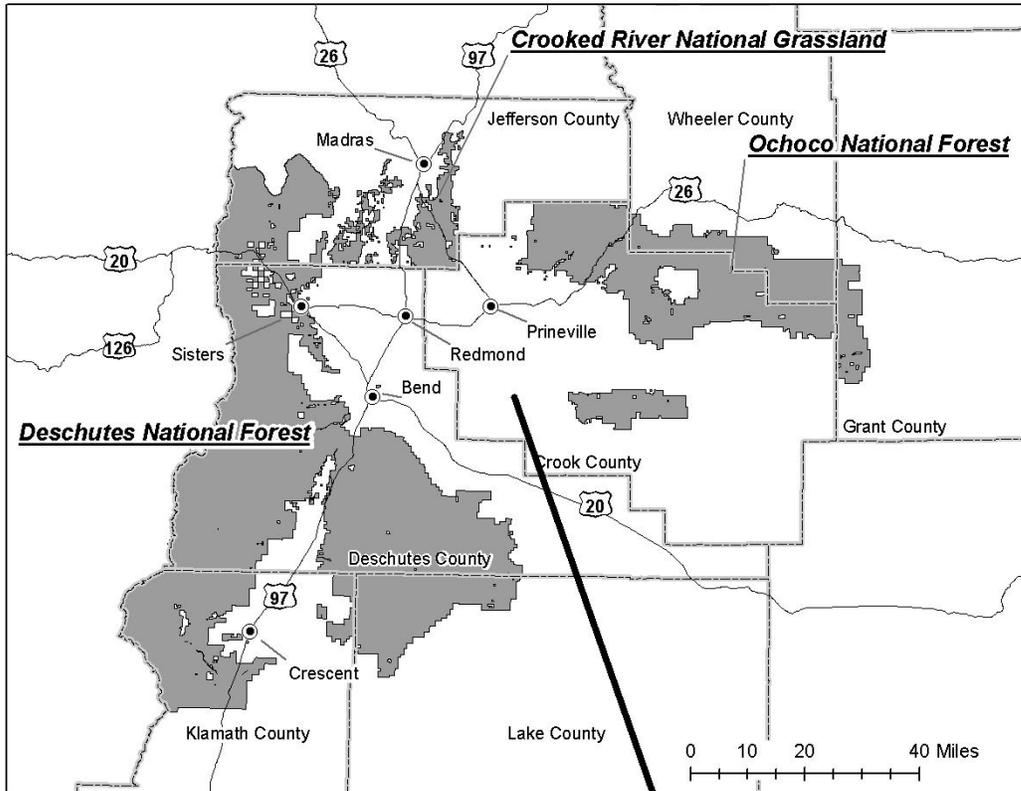
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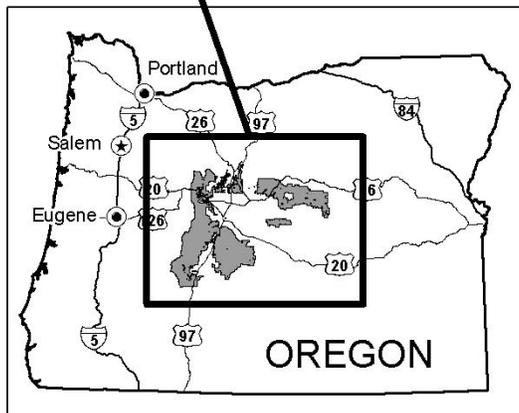
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Deschutes and Ochoco National Forests and Crooked River National Grassland Vicinity Map



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Figure 1 - Vicinity Map

Introduction

Summary

The Draft Environmental Impact Statement (DEIS) and Final Environmental Impact Statement (FEIS) for the Deschutes and Ochoco National Forests and Crooked River National Grassland Travel Management Project have been prepared pursuant to the requirements of the National Environmental Policy Act (NEPA, 40 CFR 1500-1508), the National Forest Management Act (NFMA), and the Deschutes and Ochoco National Forest and Crooked River National Grassland Land and Resource Management Plans (Forest Plans).

The FEIS documents the analysis of a No Action Alternative and two action alternatives designed to meet the purpose and need for the project. Comments received on the Draft Environmental Impact Statement and the Forest Service's responses to those comments are included in Appendix D of the FEIS (CD-3).

This Record of Decision (ROD) complies with 40 CFR 1505.2 and Forest Service Handbook 1909.15, Chapter 25. The Forest Supervisor for the Deschutes National Forest has authority to sign this decision for the Deschutes National Forest, and the Ochoco National Forest Supervisor has authority to sign this decision for the Ochoco National Forest and the Crooked River National Grassland.

The ROD amends the Ochoco National Forest Land and Resource Management Plans¹ and Record of Decision to reflect the prohibition on cross-country motorized travel established by the Forest Service's 2005 Travel Management Rule. The Motor Vehicle Use Map (MVUM) published with this ROD will function as the new Travel Map for the Deschutes and Ochoco National Forests and the Crooked River National Grassland upon implementation of this decision.

Location

This project area includes all of the Deschutes National Forest and all of the Ochoco National Forest except the Emigrant Ranger District which is administered by the Malheur National Forest. The Crooked River National Grassland is administered by the Ochoco National Forest. The project area includes portions of seven counties within the state of Oregon and covers a total of about two million federal acres.

Background

In 2005, the Forest Service passed a national regulation titled: "Travel Management: Designated Motorized Access for National Forests and Grasslands" also known as the Travel Management Rule, or Rule. The Rule directs the National Forests and Grasslands to publish a Motor Vehicle Use Map (MVUM) to show where and under what conditions designated motorized access would be allowed for motor vehicles. The Rule establishes specific codes under federal regulations (CFRs) to enforce a consistent nationwide approach of allowing motorized access on National Forests and Grasslands only as shown on the Motor Vehicle Use Map.

The Travel Management Rule was established because of a need to resolve a number of resource and social concerns related to unregulated motorized travel. These were detailed in the Rule and included concerns such as:

¹ Does not apply to the Emigrant Ranger District administered by the Malheur National Forest

- Confusion about where or when motorized access is or is not allowed, or for what type of vehicle, and how or where to find that information
- Resource damage from inappropriate motorized uses
- Conflicts between motorized and non-motorized users
- Quality of recreational experiences for all forest users

Many of these concerns are also illustrated on the Deschutes and Ochoco National Forests and the Crooked River National Grassland as well. For instance, the entire Crooked River National Grassland is currently closed to motorized travel off of designated routes, while the nearby National Forest lands have a mixture of designations related to motorized travel on and off roads. Use on roads can vary by season as well by type of vehicles. Motorized use regulations are sometimes very specific to the type of vehicle (Off – Highway Vehicles or OHVs), or may be very broad (all motor vehicles), adding to the general confusion about how management direction related to motorized travel has been intended to be applied. Providing consistent information about the current regulations - such as keeping areas posted as “closed” - is difficult and costly, so signing may not be present to help people understand the regulations.

Resource damage from inappropriate motorized use has increased on both Forests. The body of science relating disturbance and resource damage to motorized travel is extensively referenced throughout the FEIS. Population growth and an increasing demand for many different types of recreational uses has also contributed to an increase in social conflicts- often between motorized and non-motorized users - which can affect the quality of recreational experiences for all users of the National Forests and Grassland. Current science that supports this conclusion is described in the Social and Economic Analysis section of Chapter 3 and is reinforced by the breadth of comments received on the DEIS and included in Appendix D of the FEIS.

The Deschutes and Ochoco National Forests need to accomplish the purposes of the Travel Management Rule², which includes establishing conditions for motorized access for dispersed camping and publishing an initial Motor Vehicle Use Map. The Forests also need to comply with Pacific Northwest Regional direction to review routes that would be shown on the Motor Vehicle Use Map as available for motorized mixed use (highway and non-highway legal vehicle use) under current designations (Oregon State Law). The purpose of the review is to determine if conditions may warrant changing current mixed use to highway-legal vehicles only. Based on initial review of the seasons of use on existing designated routes, there is also a limited need to make minor changes to the seasons of use in some areas to eliminate minor inconsistencies between those seasons of use.

The purposes of the actions proposed in the FEIS are to:

- Implement the 2005 Travel Management Rule provision³ to prohibit all motorized access off existing, previously designated routes where such use is not currently prohibited or otherwise restricted
- Improve public safety by implementing Forest Service Regional policy to determine the suitability of continuing to allow for motorized mixed-use.⁴

²36 CFR 212.50

³Excluding over-snow vehicles as defined in 36 CFR 212.1

- Establish conditions to allow for motorized access for dispersed camping that are consistent with the Travel Management Rule and Regional policy.
- Where appropriate to reduce minor inconsistencies, change the beginning and/or ending dates of the existing seasons of use for designated routes. No new seasons of use are identified.
- Clarify the current conditions of use for motorized access on existing designated National Forest system (NFS) routes and current management direction for motorized access for dispersed camping.
- Amend the Ochoco National Forest and Crooked River National Grassland Land and Resource Management Plans to restrict motorized access to designated routes consistent with the Travel Management Rule and conditions for motorized access for dispersed camping.

The Final Environmental Impact Statement (FEIS) analyzed two “action” alternatives to meet this need. Alternative 2 was identified to the public as the proposed action during the scoping process and as the Preferred Alternative in the DEIS.

Decision, Rationale, and Consideration of Public Comment

Decision

Based upon our review of the alternatives and environmental impacts described in the Final Environmental Impact Statement, the comments on the DEIS submitted by other agencies and the public, and other information available in the project record, we have decided to select **Alternative 3, Modified. The specific modifications to Alternative 3 are identified in this Record of Decision (ROD) and in ROD Appendix 1.**

A summary of the analysis completed by the interdisciplinary team of the differences between Alternative 3, Modified and Alternative 3 as analyzed in the FEIS are included in ROD Appendix 4.

Alternative 3, Modified will:

- Prohibit motorized access off of designated routes and outside of designated areas as shown on the Motor Vehicle Use Map across both Forests and the Grassland. **This is the same as Alternative 3 in the FEIS.**
- Allow motorized access for dispersed camping within 300 feet of designated routes shown as open to such use on the Motor Vehicle Use Map. Motorized access for dispersed camping will be allowed only to access designated, defined, or existing sites, no closer than 30 feet to a stream, wetland, or water body by the same type of vehicle and during the same season of use as that allowed on the designated route from which the site is accessed. **This is a modification of Alternative 3 in the FEIS because motorized access for dispersed camping is allowed within Inventoried Roadless Areas, and prohibited in other areas.**
- Prohibit motorized mixed use on all roads not shown as open to such use on the Motor Vehicle Use Map. Some roads identified for mixed use could only be implemented following the completion of certain maintenance activities to minimize mixed use hazards. Tables 5 and 6 in

⁴ Combined use on the same road of highway-legal (meets State standards for a vehicle driving on a state highway) and non-highway-legal vehicles (does not meet State standards for a vehicle driving on a state highway)

ROD Appendix 1 includes the list of the road segments that will require some mitigation, the mitigation measure needed to allow for continued motorized mixed use of these roads, and the estimated initial cost of implementing these mitigation measures. **This is a modification of Alternative 3 in the FEIS because some roads on the Deschutes National Forest that were proposed to be changed to highway legal vehicles only will continue to allow motorized mixed use.**

- Designate some areas within existing rock/cinder pits as open to cross-country travel. **This is a modification to Alternative 3 in the FEIS because some rock/cinder pits were dropped from the open designation, and some open water areas within the pits were excluded from cross-country travel.**
- Amend the Ochoco and Crooked River National Grassland Land and Resource Management Plan (LRMP), Parts 1 and 2 and the Records of Decision. This amendment will eliminate Forest Plan standards and guidelines that are redundant or are in conflict with the regulations established by the Travel Management Rule; allow conditional motorized access for dispersed camping; and include minor changes to the seasons of use. ROD Appendix 3 includes a table of the specific changes to the Ochoco NF and Grassland LRMPs standards and guidelines. **This is the same as Alternative 3 in the FEIS.**
- Rescind current Forest Orders for permanent or temporary public motorized use restrictions that are redundant to the regulations established by the Travel Management Rule. **This is the same as Alternative 3 in the FEIS.**

Decision Rationale

Our reasons to select Alternative 3, Modified includes how well the alternative meets the purpose and need and responds to public comment and issues coupled with consideration of the environmental and social effects of the alternative. We have selected a modification of Alternative 3 from the FEIS because we believe that combination of actions meets the intent of the Travel Management Rule and the purpose and need of the Deschutes and Ochoco National Forests and Crooked River National Grassland Travel Management Project FEIS. Alternative 3, Modified is most responsive to the issues identified during the scoping process and the public comments received on the DEIS. The analysis discloses predicted consequences of the actions, including unavoidable social consequences. Our conclusions are based on a review of the entire project record, which includes a thorough review of relevant scientific information, and a consideration of responsible opposing views. The following narratives go into detail on our reasons for the decision.

Alternative 3, Modified prevents proliferation of unregulated motorized access

The purpose of the Travel Management Rule is to prevent the proliferation of unregulated motorized routes on the landscape. Alternative 3, Modified will limit motorized access to designated routes and areas and establish specific conditions for motorized access for dispersed camping that will prevent the resource impacts associated with the proliferation of unregulated motorized access.

The Travel Management Rule is intended to squarely address the impacts from unregulated motorized vehicle use. Designated routes and areas are the primary mechanism to achieve that goal and to ensure consistent, defensible enforcement of the Rule. Alternative 3, Modified, will prohibit motorized access except on previously established designated routes; designate some limited areas as open to cross-country travel in addition to previously designated open areas; and allow for motorized

access for dispersed camping only to existing, designated, or defined sites on the Deschutes and Ochoco National Forests and Crooked River National Grassland.

Most motorized users are responsible drivers and riders, committed to staying on designated routes when they ride on public lands. And yet, National Forests and Grasslands continue to have adverse natural resource impacts from unregulated motorized use. This national perspective is evidenced by the purpose and need for the Travel Management Rule⁵. Resource damage from unregulated motorized access may very well be unintended, it may be unrecognized, but it occurs. There are many local examples of where resource damage has resulted in specific area closures to motorized access off of designated routes (cross-country travel) such as the McKay Creek, Ann's Butte, and other areas. Local impacts from unregulated motorized use are described in some detail in Chapter 3 of the FEIS.

Chapter 3 of the FEIS also describes multiple benefits to natural resources from eliminating unregulated cross-country travel, and from modifying the conditions for motorized access for dispersed camping. Limiting motorized access to designated routes and areas also promotes the prevention of resource damage by changing the current public expectation that motorized access is "open unless posted closed" to an expectation of "closed unless shown on the Motor Vehicle Use Map as open." The Map will include – in one place – regulation related to all types of motorized travel - the season and class of vehicle for motorized access on designated roads, trails, and within designated areas including motorized access for dispersed camping. This is a major change in how motorized access has been perceived to be allowed on public lands in central Oregon in the past, and is likely to be a significant social change to some motorized recreationists (Chapter 3, FEIS, Social and Economic Analysis). While we recognize the importance of this major change in past policy, we also recognize that this is a change needed to meet the purpose and need of the Travel Management Rule.

Conditions for motorized access for dispersed camping provide the best balance of reasonable use and resource protection

Alternative 3, Modified, provides the best balance of motorized access for dispersed camping and resource protection when considering the overall intent of the Travel Management Rule and local uses. Alternative 3, Modified, responds to comments on the DEIS regarding the potential for unintended resource impacts from motorized access for dispersed camping while still maintaining access to sites that have been used in the past.

While the purpose of the Rule is not to manage or specifically regulate dispersed camping, it is clear that motorized access and dispersed camping are closely linked. This is certainly true for many of the central and eastern Oregon National Forests, and was reflected in the language of the final Rule that allowed an exception to having designated routes for dispersed camping.

Alternative 3, Modified, provides for motorized access for dispersed camping *only* to existing, designated, and defined sites, no closer than 30 feet to a stream, wetland, or water body. This "Special Provision" will be applied to motorized access for dispersed camping along all roads where such use is allowed on the Motor Vehicle Use Map. This Alternative considerably modifies the conditions under which motorized access for dispersed camping is currently allowed. As noted in Chapter 2 of the FEIS, about 60% of the Deschutes National Forest and 34% of the Ochoco National Forest are currently "open" to motorized access for dispersed camping with no clearly established

⁵ Final Rule, Need for Revised Rule, Federal Register , pg 68264

conditions for that access. These are areas where current management direction does not otherwise prohibit motorized access for dispersed camping. These percentages largely overestimate the amount of acreage that is practically available for motorized access for dispersed camping because they do not account for areas where topography or vegetation limit motorized access for dispersed camping. As a result of this decision, motorized access for dispersed camping under the new conditions will be allowed on only about 25% of the Deschutes and 17% of the Ochoco National Forest. Although a complete inventory of dispersed sites has not been completed, available inventories indicate that about 20 inventoried sites are more than 300 feet from an open designated road, and would therefore be directly affected by this designation. Better information about where people have been driving to camp is likely to come forward as the rule is implemented, and we will work within our means to consider how to address those conditions as we implement this decision. However, some motorized access to existing dispersed sites will be lost. This is an unavoidable impact of this decision. An important part of our implementation strategy will be identifying the most popular of these sites to be evaluated for individual route or area designations. Nothing in this decision will affect where people can camp without a motor vehicle.

The selected alternative - in common with Alternatives 2 and 3 in the FEIS - includes some areas that will be designated as open to motorized access for dispersed camping which currently have public use restrictions that technically close the areas to all motorized access off of designated roads. As noted in the FEIS in Chapters 2 and 3, the motorized public use restrictions in these areas have been applied to general recreational cross-country motorized travel, but were not intended to and have not, in practice, been applied to motorized access for dispersed camping adjacent to open roads. Examples include the Crooked River National Grassland and the Metolius basin. The Crooked River National Grassland has designated dispersed sites along Whychus Creek as a part of the restoration efforts associated with the relicensing of the Pelton-Round Butte Dam. Motorized access for dispersed camping along open roads has also been allowed in the Metolius Basin where motorized access is otherwise restricted to designated routes under the current temporary travel management direction that was put in place after the B&B Fire. The Travel Management Rule allows for a better and more meaningful distinction between cross-country travel and motorized access for dispersed camping than other regulations used in the past to limit motorized access to protect specific resources.

Alternative 3, Modified will provide more protection to sensitive resources such as cultural heritage sites and special or sensitive plant and wildlife habitat that are outside of riparian areas than Alternative 2, the Preferred Alternative identified in the DEIS. Concerns from members of the public and other agencies including EPA, US Fish and Wildlife, and the Oregon Department of Fish and Wildlife about the potential impacts of allowing motorized access for dispersed camping under the "General Provisions" described in Alternative 2 are summarized in the public comment section of this ROD.

The Special Provisions conditions for motorized access for dispersed camping prohibits motorized access to other than existing, designated, or defined sites, thus discouraging the development of new sites. Alternative 3, Modified, applies these conditions wherever motorized access for dispersed camping is allowed. Applying these conditions to all motorized access for dispersed camping emphasizes resource protection and will also allow for continued use of popular established camping areas. One important trade-off that we considered when selecting this alternative is that motorized access for dispersed camping will not be allowed to areas which do not have evidence of previously established sites, although dispersed camping will still be allowed.

We recognized that people have been camping in dispersed campsites on the Ochoco and Deschutes National Forests and Crooked River National Grassland with and without a motorized vehicle for generations. One of the consequences of this long history of use is that most popular use areas, such as those near water bodies or hunting camps, are already well-established sites. Many have well-used routes to them as well. People have been using these routes - and will be inclined to continue to use them - as they have for generations. Limiting motorized access for dispersed camping to existing, designated, or defined sites will keep motorized impacts in areas that have already been impacted. Establishing setbacks for motorized access will also reduce potential impacts to water quality and riparian habitats from motorized access. While not a perfect solution that will eliminate all impacts to natural resources from motorized access for dispersed camping, it is a reasonable approach that is consistent with the overall intent of the Travel Management Rule to regulate motorized access that also takes into consideration the long local history of dispersed camping. The analysis presented in the FEIS and Appendix 4 of the ROD indicates a strong likelihood that Alternative 3, Modified will substantially reduce the level of impacts currently occurring from motorized access for dispersed camping and will discourage new impacts.

Alternative 3, Modified reduces conflicts between users and will improve long-term recreation experiences

Population growth in central Oregon has outpaced Oregon and the national average over the last 36 years (FEIS, Chapter 3, Population Trends and Projections). Although nearly everyone uses some type of motor vehicle to access the National Forests, non-motorized uses are currently and predicted to continue as the most popular uses (FEIS Chapter 3, Recreation Trends). Alternative 3, Modified will change a substantial amount of National Forest lands from currently allowing motorized cross-country travel to prohibiting that use (See Comparison of Alternatives, ROD Appendix 1). Chapter 3 of the FEIS (Social and Economic Analysis and Recreation) describes the likely reduction in user conflicts this change will accomplish, but it will mainly be to non-motorized users. Non-motorized users tend to be more likely to be displaced and experience greater conflicts from motorized uses than from other, non-motorized uses. Limiting motorized access to designated roads, trails, and areas, and modifying the conditions for motorized access will substantially reduce the amount of National Forest System lands within which this type of conflict could occur.

The Deschutes and Ochoco National Forests provide some of the region's premier quality motorized recreation opportunities at areas such as the East Ft. Rock OHV, Edison and Henderson Flat designated trail systems. The Combined OHV Operations (COHVOPS) of the Forest Service and BLM also offer the Millican Plateau. The recent decisions by the BLM and Forest Service to designate motorized trails in the Cline Buttes and Three Trails areas will increase those opportunities.

Limiting motorized use to designated routes, trails, and areas provides the Forests a better opportunity to focus our limited resources on providing high quality recreation opportunities for all users, both motorized and non-motorized. Both motorized and non-motorized users will be able to know where and under what conditions motorized access is allowed and plan their recreational uses accordingly. Alternative 3, Modified, will meet the purpose and need to reduce conflicts between non-motorized and motorized users and will, over time, provide a better quality of recreational experiences for most users.

Consistency and enforceability of motorized access regulations are improved

Alternative 3, Modified, will meet the purpose and need to improve public understanding and agency enforcement of motorized use regulations by providing consistent language and approaches to the regulation of motorized access. Alternative 3, Modified, also establishes the simplest and most consistent conditions for motorized access for dispersed camping of the Alternatives considered.

The Deschutes and Ochoco National Forests and the Grassland have many and varied motorized use regulations and policies. Some of these regulations are based on the goals, objectives, standards and guidelines of specific Management Areas established by the Forests and Grassland Land and Resource Management Plans (See FEIS Chapter 1). Unless posted or signed, Management Area boundaries and any motorized policy or regulations regarding those areas are not easily recognized by most forest visitors. Other regulations are the result of temporary or permanent public motorized use restrictions that have been put in place because of specific resource damage associated with motorized access. This patchwork of designations represents our concerted past efforts to protect resources by applying specific regulations to each area that has a special condition or specific problem. This approach to applying motorized restrictions – often only after resource damage has occurred - has not always been effective in preventing resource damage and it can often be confusing to the public. It can also be frustrating to public land visitors to have information on motorized regulations or restrictions primarily available through on-site postings.

The intent and language of specific motorized regulations have also been sometimes difficult to understand or interpret and have not always been consistently applied. For instance, as noted earlier, on the Crooked River National Grassland and some other areas, regulations that prohibit all motorized access off of designated routes have been applied only to cross-country travel by motor vehicles, not to motorized access for dispersed camping adjacent to designated roads. This interpretation is consistent with the cooperative inter-agency agreement known as the “Green Dot” system that limits motorized access to designated roads and motorized access for dispersed camping within 300 feet of those roads during certain seasons of use. However, the discrepancy between the regulations can present a source of confusion to the public and present challenges to a consistent approach to enforcing the regulations.

Maintaining signs or other regulatory postings for the wide variety of areas with special conditions for motorized use is also costly for the agency because signs establishing use restrictions often are vandalized or removed. Regulations based on resource damage can be problematic to enforce when areas closed to motorized use must be clearly posted in order for citations to be upheld.

The Motor Vehicle Use Map (MVUM) clearly establishes for all users and law enforcement officers where and under what conditions motorized access is allowed. It shows the location of areas that are designated as open to cross-country travel, which National Forest system roads, trails and areas are open to which types of motorized vehicle use during which times of the year; and where and under what conditions motorized access for dispersed camping is allowed. While this system is not perfect, it is a distinct improvement over the current condition, and significantly reduces the potential for confusion about where and under what conditions to operate a motor vehicle on the National Forests and Grassland.

Alternative 3, Modified, will also provide a single set of provisions for motorized access for dispersed camping, and thus will be much easier for the public to understand and the agency to enforce than the current situation, or as proposed by Alternative in the DEIS/FEIS. Alternative 2, the Preferred Alternative identified in the DEIS, included two sets of provisions for motorized access for

dispersed camping along open designated roads. These provisions varied depending upon how far a road was from water and whether a road in an upland area passed through an area with sensitive resources. “General Provisions” allowed you to drive anywhere within 300 feet of an open road to camp. “Special Provisions” allowed you to drive only to existing, designated, or defined sites if the road was within 300 feet of certain features such as a stream, wetland, or water body (which may or may not be shown on the MVUM); or adjacent to, upland sensitive resource or Inventoried Roadless Areas. Alternative 3 also prohibited motorized access for dispersed camping in Inventoried Roadless Areas. Many of these areas are hard for the average forest visitor to distinguish on site, and would have made understanding where you could drive to camp more difficult. The mix of conditions in both Alternative 2 and Alternative 3 were hard to understand and display on the Motor Vehicle Use Map; and would have been harder to enforce than to simply establish one set of conditions along all roads where motorized access for dispersed camping is allowed.

Alternative 3, Modified improves public safety on motorized mixed use roads

Alternative 3, Modified will meet the purpose and need to improve public safety by changing some roads that currently, under state regulations, allow for motorized mixed use to highway legal vehicle use only. These roads cannot be managed at an acceptable level of risk to public safety if motorized mixed use is continued after the Travel Management Rule goes into effect.

Alternative 3, Modified responds to public comments on the DEIS to reduce the adverse effects from Alternative 2 to the connectivity of road systems for non-highway legal vehicles. Alternative 3, Modified establishes road and use conditions that minimize the level of risk to public safety of continuing motorized mixed use on some of the roads that were proposed to be changed to highway legal vehicles only in the DEIS.

The Pacific Northwest Region of the Forest Service requires an analysis be completed to evaluate risk to public safety for roads that will be shown as open to motorized mixed use on the Motor Vehicle Use Map. The analysis is required even if those roads – as is the case on the Deschutes and Ochoco National Forests – have allowed motorized mixed-use in the past based on Oregon regulations. Regional guidance⁶ provides a detailed description of the factors to be considered in a motorized mixed use analysis. The factors are designed to assess the probability and severity of crashes from the mixed use of highway legal and non-highway legal vehicles. The motorized mixed use analysis for the Deschutes and Ochoco National Forests included, but was not limited to factors such as:

- Possible vehicle speeds on the road based on road surfacing, alignment, width, and grade
- Visibility, site distances, and roadside conditions
- Traffic type and volume and past history of crashes

This analysis of the probability and severity of crashes provides the basis for our determination that there are some roads where the level of risk of allowing continued motorized mixed use after the Motor Vehicle Use Map goes into effect will be unacceptable. A complete list of these roads and maps of their locations are included in the ROD Appendix 1. Alternative 3, Modified, includes some roads or road segments where we have determined that the level of risk can be reduced to an acceptable level for continued motorized mixed use with minor road maintenance activities such as

⁶ Forest Service Handbook 7709.55, Chapter 30

signing and/or brushing. Some of these roads were also identified during the public comment period by people concerned about the lack of connectivity for non-highway legal vehicles in the road system, particularly when combined with the closure to cross-country travel.

Alternative 3, Modified, is responsive to this concern. Each of the roads identified in the public comments were carefully considered to determine whether the risk could be effectively reduced through minor maintenance activities such as brushing and signing. Where we have determined the risk can be effectively reduced, roads that currently allow for motorized mixed use will continue to allow that use. A listing of these roads, along with the required maintenance activities and costs are included in the ROD Appendix 1 Tables 5 and 6.

There were some roads that members of the public raised concerns about being changed to highway legal vehicles only where the risk could not be effectively reduced with these minor road maintenance activities. Actions to address those concerns would have been major road construction, reconstruction, or designation of new motorized trails and would require an additional level and detail of analysis that is not within the scope of this decision. There is nothing in this decision that precludes future consideration of possible adjacent designation of motorized trails or other road construction or reconstruction actions that might improve road or road and trail connectivity for non-highway legal vehicles. We recognize that there will be some unavoidable loss of connectivity for non-highway legal vehicle use on National Forest road systems as a result of this decision. This has been analyzed in the ROD Appendix 4 and was fully considered when weighing the social impacts of selecting Alternative 3, Modified.

Alternative 3, Modified, provides the best balance of motorized access with prevention of the spread of invasive plant populations.

Alternative 3, Modified, will provide the highest potential for preventing the establishment and spread of non-native invasive plants of any of the alternatives considered in detail. Alternative 3, Modified will prohibit cross-country motorized travel in all but a few of the mineral material sources (cinder and rock pits) that have a history of motorized use; and will limit all motorized access for dispersed camping to only existing, designated, or defined sites, no closer than 30 feet to a stream, wetland, or water body.

Reducing the risk of spread of invasive plant populations is important for the health of our forest and grassland native plant ecosystems. The FEIS describes Alternative 3 as the most responsive Alternative to that issue. The gravel and cinder pits that will be designated as open to cross-country travel in Alternative 3, Modified, constitute less than one tenth of one percent of the area outside of designated Wilderness on the two Forests and Grassland. All of these areas are within developed gravel and cinder pits. These are areas that have already been well disturbed. The two Forest Plans also have requirements for invasive plant control prior to use of any mineral material source, thus insuring that weeds present in these areas will not be inadvertently spread across the land through use of the mineral material source.

Invasive plants occur throughout the multi-county area that includes the two Forests and Grassland. Alternative 3, Modified will promote and integrate with other federal, state, and county efforts across the region to prevent invasive plant spread. Invasive plants are known to occur in high levels on private lands adjacent to the public lands described in this FEIS. They are known to occur along state, county, and federal roads and in some mineral material sites. The highest concentrations of these populations tend to be in the urban and rural residential or agricultural lands and can be spread by many human, mechanical, and animal vectors. Completely eliminating the potential risk of spread

of these populations by a variety of human vectors is not feasible. The Forests have in place active monitoring and treatment of invasive plant populations that will continue and be reinforced by the reduction in motorized access in Alternative 3, Modified.

While motorized vehicles are not the only vectors for invasive plants, and Alternative 3, Modified will not completely remove all risk of the spread of invasive plant populations, it will substantially reduce that risk compared to current conditions and compared to Alternative 2. Chapter 3 of the FEIS (Invasive Plants) describes the benefits and continued risks associated with Alternative 3. ROD Appendix 4 includes an assessment of the changes to that potential risk with the modifications to Alternative 3 with this ROD.

Modifications to Alternative 3 included in this ROD will further reduce the potential for establishment or spread of invasive populations in mineral material sources by withdrawing six of the mineral material sources included in Alternative 3 of the FEIS on the Ochoco National Forest and one on the Deschutes National Forest. Alternative 3, Modified, will reduce the number of mineral material sources that are used for joint recreation and mineral uses, and thus reduce the potential for introduction or spread of invasive species that could affect the cost or ability to use the mineral material sources for road maintenance and improvement activities.

The Ochoco National Forest is more dependent upon its mineral material sources (gravel and cinders) than the Deschutes National Forest because of the relative proximity of the two forests to private commercial sources. In Alternative 3, Modified, six pits on the Lookout Mountain Ranger District were withdrawn as areas to be designated “open” to cross-country travel because they are currently active material source sites with good reserves, and are free of invasive plant populations. Withdrawing these areas from cross-country motorized access will reduce the potential for these highly valued mineral material sources to incur invasive plants from recreational vectors.

Alternative 3, Modified will also eliminate one mineral material source on the Deschutes National Forest when compared with Alternative 3 in the FEIS. The North Sisters material source is not an active material source. An area immediately adjacent to this source was used in the past to dispose of land fill material from the City of Sisters and is not considered suitable for designation as an area open to recreational motorized use.

Unavoidable adverse effects associated with the continued risk of spread of invasive plant populations have also been identified in the FEIS (Chapter 3) and this Record of Decision (ROD Appendix 4). Some of the areas (rock/cinder pits) designated as open to cross country travel in Alternative 3, Modified, have known populations of invasive plants and represent a localized high risk for spread of those populations with continued use. Although this is an unavoidable adverse effect of continuing this use, it represents a considerable reduction in risk over the current situation and over the alternatives considered in the FEIS. It will help prevent weed spread and provide for recreational use and access to the National Forests and Grassland. The mineral material source sites (rock/cinder pits) are good locations to allow continued areas open to motorized access because they are already disturbed areas, and they provide for a variety of recreational uses that can be accommodated within discrete and easily discernable boundaries. These pits are popular for uses like group camping, target shooting, staging and play areas for off-highway vehicles, and some even have pools stocked with fish by Oregon Department of Fish and Wildlife. Some of these areas have spectacular views of the surrounding mountains. Containing use in areas where we have known invasive plant populations that are being monitored and can be treated, and where public education efforts can be effectively concentrated, provides an effective balance between reducing the potential

for establishment and spread of invasive plants and providing appropriate motorized recreation opportunities.

The FEIS and ROD fully disclose unavoidable impacts to motorized users

In selecting Alternative 3, Modified, we have fully considered the potential for unfavorable and unavoidable social impacts of this decision to motorized users. Comments on the DEIS reflected users that want unregulated cross-country motorized access to the National Forests and Grassland, or who access backcountry areas on old logging “skid trails,” closed⁷ National Forest System roads, or on user-created trails. Our decision considered the best available information on current and predicted recreation uses and trends to assess likely social and economic impacts. We recognize that there is an unquantifiable potential for cumulative effects when also considering other motorized access decisions on public lands regionally and nationally; and that there is scientific uncertainty about the degree to which this nation-wide action might affect actual recreation uses. Although cross-country travel will be prohibited, the designated OHV motorized trail systems on public lands in central Oregon currently - and will continue to in the reasonably foreseeable future - offer locally, regionally, and nationally renowned OHV opportunities.

Some people have told us they only own an OHV so they can travel cross-country to access backcountry areas where they hunt, retrieve game, collect antlers or mushrooms, or want to ride for a variety of other reasons. Other people use low maintenance roads - sometimes closed system roads - or have created their own trails in areas they frequent to view scenery, wildlife, or to just enjoy exploring and finding new areas with their friends and families. As disclosed in the FEIS (Chapter 3, Social and Economic Analysis, Recreation), Alternatives 2 and 3 will result in an unavoidable loss of some of these uses by limiting motor vehicles to open National Forest System designated routes and modifying the conditions for motorized access for dispersed camping. Alternative 3, Modified will also share these effects.

The Travel Management Rule allows for the designation of areas open to cross-country motorized travel. The Deschutes and Ochoco National Forest and Crooked River National Grassland will designate some areas— within rock and cinder pits – as open to cross-country travel with this decision. These rock and cinder pits are popular use areas for a variety of recreational purposes that involve cross-country travel. Designating other, larger landscape areas as “open to cross-country travel” was not an alternative considered in detail when making this Decision. Our reasons for not considering larger landscapes as designated areas open to cross-country travel are described in Chapter 2 of the FEIS. Paramount among these reasons is identifying the appropriate amount and types of uses and the conditions under which a large area could be considered for an “open to cross-country travel” designation. This includes evaluating the effects of the designation according to the criteria in the Travel Management Rule (212.55). The Deschutes Provincial Advisory Committee’s recommendation also indicated there was not community consensus support within the Travel Management Working Group at that time for designating large areas as open to cross-country travel. While nothing in this decision precludes future consideration of designating additional areas open to cross-country travel, any proposals would be developed and considered at a more localized scale to ensure the area designation would meet all applicable management direction, including the designation criteria in the Travel Management Rule.

The decision to limit motorized access to designated routes and areas also has the indirect effect of prohibiting motorized access to National Forest system roads that have been closed to the public

⁷ Maintenance Level 1 roads

(Maintenance Level 1 roads). This will affect both people who may be unaware that the road they are driving is actually a Maintenance Level 1 road and those that knowingly use closed roads as a motorized trail to access backcountry areas or rugged terrain.

Closed roads are not always easily recognizable. Administrative decisions to close roads are frequently associated with land management activities that recreationists, hunters, or people driving for pleasure may not be aware of. People may not become aware of decisions made to close or decommission system roads until the road has been physically barricaded or otherwise made impassable, or an area is signed to show what roads are closed. In addition, policy within the Pacific Northwest Region has been to not prohibit use of a closed road to an OHV in an area where cross-country travel is not otherwise prohibited. The intent of this policy is to minimize the creation of new roads or trails in areas otherwise available for cross-country travel by allowing use on a closed road. However, this policy relies on making it clear to the user whether the area adjacent to a closed road does or does not prohibit cross-country motorized access. As a consequence of these conditions, the decision to prohibit motorized access off of designated routes will also result in prohibiting motorized access to roads that have been closed by past administrative decisions.

Clarifying what is an open system road is one of the primary benefits of the Motor Vehicle Use Map. Understanding what roads are open to motorized access by the public should improve as signing of open roads becomes the focus of the agency, rather than posting or barricading closed roads or areas. We recognize that forest visitors may suddenly find that a road they thought was open for their use is not an open designated road when they see the Motor Vehicle Use Map. Although this decision incorporates past decisions as the basis for the designation of roads and motorized trails shown on the Motor Vehicle Use Map, the compilation of those past decisions onto one set of current forest-wide maps will be new information for some people. Not having motorized access on these closed roads is an indirect effect of prohibiting motorized cross-country travel, but is nonetheless an unavoidable effect of this decision. Helping forest visitors to understand what roads are open for motorized access will be an important focus of the education and outreach portion of our implementation strategy for this decision.

Some people who commented on the DEIS suggested changing the classification of some of these closed roads into a higher Maintenance Level that would allow for motorized mixed use. Although the roads that are in Maintenance Level 1 (closed to public use) status are previously designated National Forest system roads, the decision to move those roads to a Maintenance Level which would allow motorized access by the public (Maintenance Level 2-5), would be reopening a road which was closed by a past administrative action, and is outside the scope of this decision. Decisions concerning whether a road should be moved from a storage capacity (Maintenance Level 1) to an open road (Maintenance Level 2-5) involves considering and evaluating management direction and watershed conditions where the road exists. Nothing in this decision precludes future consideration of these closed National Forest System roads from being opened to motorized use.

This decision, when considered in the context of and combined with decisions on other National Forest lands across the region and the nation about motorized access has the potential to have cumulatively wide-spread similar social effects to those considered in this analysis. However, there is no reasonable way in which information on user preferences or predicted uses can be gathered in sufficient detail to better inform this decision (FEIS, Chapter 3, Cumulative Effects).

The FEIS describes and we recognize that central Oregon will continue to provide some of the premier OHV trail systems in the state and the nation (FEIS, Chapter 3, Recreation). We also recognize that single-track motorcycle trails and jeep-type primitive roads and trails are not as

robustly represented as quad trails in the mix of the designated motorized trail system that we currently have in central Oregon. Single-track and jeep recreationists have told us they are currently supplementing their recreational experiences off of designated routes, and will not have the same level of diversity unless and until additional specialized motorized trails are developed within central Oregon. The unavoidable impacts to these users are described in the FEIS and have been considered in making this final decision. Designation of trail opportunities currently being considered or implemented could reduce this impact to these users. However, the impacts disclosed and anticipated in this FEIS and ROD do not depend upon the development of additional motorized trail opportunities to reduce, eliminate, or compensate for these effects, nor is this decision dependent upon the designation of additional motorized trail systems to otherwise be implemented.

How and where recreational opportunities are available on public lands is a dynamic process. Sustainable recreation is obtained when it meets objectives for social, economic and ecological conditions. The FEIS analyzes, and we have considered these three facets when selecting Alternative 3, Modified. Alternative 3, Modified, will have no adverse effect on economic returns to the community. Ecologically, there are clear benefits to natural resources from Alternative 3, Modified. Socially, there are trade-offs in the kinds and distributions of recreation uses. Although there will be greater short-term impacts to motorized users, we believe that this decision will provide a better long-term sustainable approach to balancing recreation opportunities with ecological protection than the current condition.

There will be no adverse effect on Inventoried Roadless Area values or the potential for wilderness.

Alternative 3, Modified, will not designate any new roads, and will therefore not affect the potential for any area, including Inventoried Roadless Areas or citizen-identified areas of interest to be considered for Wilderness designation by Congress. Roads are the primary features that affect the potential of any area for consideration as Wilderness. The FEIS includes a description of the existing designated roads and motorized trails within Forest Service Inventoried Roadless Areas. This includes a specific area where there was public concern about the effects of agency actions on the potential of the area to meet the qualifications to be designated as a Wilderness.

The FEIS includes an evaluation of the effects of both Alternatives 2 and 3 on these areas. For both Alternatives, prohibiting motorized access off of designated roads will have the greatest potential beneficial effect on the Inventoried Roadless Area values. The FEIS identifies that Alternative 3 has less potential for impacts to many of the Roadless characteristics when compared with Alternative 2, because Alternative 3 would prohibit motorized access for dispersed camping within Inventoried Roadless Areas. Alternative 3, Modified, will allow motorized access for dispersed camping within Inventoried Roadless Areas only to existing, designated or defined sites. Continuing to allow access to these areas under these limited conditions is not expected to affect the qualities of the Roadless areas over the existing condition, because there are so few miles of open road within the Inventoried Roadless Area and effects will be confined to already existing impacts within 300 feet of an already existing open designated road.

As is shown in Chapter 3 of the FEIS, there are designated national forest system roads and county roads within Inventoried Roadless Areas. However, there are only a few miles of open designated national forest system roads within most of the Inventoried Roadless Areas. There are less than three total miles on the Deschutes National Forest and less than four total miles on the Ochoco National Forest outside of the Crooked River National Grassland. The greatest amount of existing, designated

national forest system roads and county roads within an Inventoried Roadless Area is within the Deschutes/Steelhead Inventoried Roadless Area on the Crooked River National Grassland. Roads in this area access BLM-administered and private lands as well as National Grasslands. Within this Inventoried Roadless Area there are about 13 miles of open, designated National Forest System Roads, not considering the roads administered by the county or other roads with unknown public or privately owned status, that bring the total miles of roads within this IRA to over twenty. Some of the existing dispersed sites within this Inventoried Roadless Area have been designated as a part of the restoration and mitigation work for the Pelton-Round Butte hydro-electric dam relicensing. These are some of the premier dispersed sites on the Grassland. The designated dispersed sites include picnic tables and fire rings. Prohibiting motorized access for dispersed camping in this area was not anticipated during these restoration efforts, and would not be consistent with past or present management and use of those sites.

We've also considered that Inventoried Roadless Area boundaries are not usually easily distinguishable on-site by the average forest visitor, especially when the Inventoried Roadless Area has open roads under a variety of jurisdictions, such as in the Deschutes-Steelhead IRA. Incorporating motorized access for dispersed camping in the IRAs as described in Alternative 2 of the FEIS into the modified Alternative 3 of the ROD provides a better balance between uses and resource protection when considering the extent and the mix of jurisdictions on existing roads and the past history of existing sites than does a blanket prohibition on motorized access for dispersed camping within all Inventoried Roadless Areas. This will be easier for the public to understand and the agency to enforce and will not result in additional impacts over the existing condition.

Consideration of Public Comment

Chapter 1 of the FEIS describes in detail the public outreach and involvement that has transpired with this project, from the initial strategy through the Final Environmental Impact Statement. The need for the proposed actions considered in the FEIS arose in November, 2005, when the final Travel Management Rule was published in the federal register. A comprehensive public collaboration strategy that included the Deschutes Provincial Advisory Committee was initiated by the two Forests and Grassland. From this strategy, a proposal to prohibit motorized access off of existing designated routes, modify the conditions for motorized access for dispersed camping, change some roads to use by highway legal vehicles only, make minor seasonal use changes on some routes, and amend the Ochoco National Forest Plan was included in a Notice of Intent to prepare an Environmental Impact Statement on May 16, 2008. The proposal was provided to the public and other agencies for comment during scoping from May 16 – June 16, 2008. The agency held six public workshops to explain the proposed action in addition to the workshops held in 2006 and 2007 which had been held as a part of the initial strategy and collaborative meetings.

Using the comments from the public, other agencies, and the recommendations of the Deschutes Provincial Advisory Committee, the Interdisciplinary Team identified and we approved several issues regarding the effects of the proposed action. The main issues of concern included the effects to people and resources from the changes to motorized cross-country travel and the conditions for motorized access for dispersed camping (see FEIS, Chapter 1, Issues). As described in Chapter 2 of the FEIS, two alternatives were considered to respond to these issues, and three were analyzed in detail. The Draft Environmental Impact Statement was released for public comment and a Notice of Availability published in the federal register on October 9, 2009.

There was an initial 45-day comment period on the Draft Environmental Impact Statement. This was extended to 60 days in response to requests by respondents. The extended comment period was from

October 9 – December 8, 2009. The comments received during the extended public comment period on the Draft Environmental Impact Statement included 110 letters from 116 respondents with 131 signatures. These letters contained over 600 comments that were coded and received individual responses. Non-governmental respondents were primarily individuals (95), followed by preservation/conservation organizations (7), motorized recreation organizations (5), non-motorized/mechanized recreation organizations (2), recreation/conservation organizations (1), and utilities (2). 82 of the respondents had mailing addresses in Oregon, 2 each from Washington and Montana, and one each from Florida, Wisconsin, and Connecticut. 22 respondents did not supply mailing addresses. Sixty-two percent of the responses were delivered by e-mail, thirty-five percent delivered via ground delivery, and three percent were delivered by facsimile.

Copies of the comments and responses are included in FEIS Appendix D – Response to Comments. Three letters were received from federal and state agencies. Copies of government agency letters and responses to those are attached to the FEIS in Appendix E – Letters from Agencies.

Of the 633 coded comments, 17 were addressed by changing or modifying the preferred alternative identified in the Draft Environmental Impact Statement. 62 of the comments were addressed with a correction or a modification to the analysis in the FEIS. The remaining comments had already been addressed in the DEIS, were outside the scope of this decision, or were otherwise determined to be non-substantive. Non-substantive comments often expressed an opinion – such as general support or opposition to the proposed action or alternatives, or reflected the respondent’s personal values about management of the National Forests and Grassland – without suggesting a specific change to the DEIS. Some comments suggested adopting or including specific information, or utilizing particular models.

What follows is a brief summary of some of the most prevalent comments on the DEIS and our responses. Please refer to Appendix D of the FEIS for a full copy of the Response to Comments on the DEIS.

Effects of conditions for motorized access for dispersed camping

Several respondents, including the EPA and the US Fish and Wildlife Service identified concerns about potential impacts to special habitats, sensitive species and cultural resources from motorized access for dispersed camping under the conditions proposed in Alternative 2, the Draft Preferred Alternative. The concerns were about where motorized access for dispersed camping was allowed under the “General Provisions” only, overlapped with special habitats or other sensitive resources. Alternative 3, Modified responds to these concerns by establishing the “Special Provision” conditions along all roads where motorized access for dispersed camping is allowed. This Alternative will significantly modify the extent and conditions of motorized access for dispersed camping by limiting all motorized access for dispersed camping only to areas with existing impacts and establishing standard setbacks from stream banks. Alternative 3, Modified, also eliminates some motorized access for dispersed camping within the Newberry National Volcanic Monument that fell within the Flank zone. Review of the Monument Plan indicated that allowing motorized access for dispersed camping within this zone was not consistent with the goals and objectives of the Monument Plan and its authorizing decision of 1993.

Suggestions to change the existing designated system of roads and motorized trails

Some respondents wanted changes to the existing designated system of roads and trails. Some comments indicated a desire to have more roads designated as open roads, and others indicated a

desire to have more or specific roads closed. Several comments focused on the requirement in the Travel Management Rule to designate a “minimum transportation system.” The range of opinions and intense interest in this topic reflects the importance of motorized access to everyone that visits, lives near, recreates on, or has an interest in the management of their National Forests and Grassland. We recognized the strong beliefs expressed by this disparity of opinion when we developed the Travel Management Strategy and when we initially identified the scope of the proposed actions of this Environmental Impact Statement.

The two Forests and Grassland have many miles of National Forest System roads that are needed by the agency and valued by the public for a variety of reasons. The FEIS acknowledges the impacts the existing designated road system has on wildlife habitat and other resources. However, the scope of the proposed actions were sufficiently large and complex that we chose not to also attempt to undertake a route-by-route evaluation of the existing designated system at the same time. The Travel Management Rule does not require a review of the entire existing designated system road by road in order to establish the regulation that limits motorized access to designated routes and areas. Our required review of the existing system was limited to the engineering analysis that evaluated the potential risk to public safety of allowing continued motorized mixed use on roads where state regulations allow such use. Identifying a “minimum transportation system,” is not an action which is a connected action to the proposed actions as defined by the National Environmental Policy Act. The scope of the proposed actions as defined is already geographically significant. Including a detailed route-by-route evaluation of each existing road and motorized trail would have significantly expanded this scope. There are important, substantial resource benefits from the motorized vehicle regulation implemented with this decision. For these reasons, a complete comprehensive analysis of the existing designated road system was not included in the scope of this decision.

The interest in this topic is not limited to central Oregon. Nationally, the Forest Service recognizes the importance of examining the existing designated transportation system in light of future expected budgets, resource concerns, and public and agency access needs. This need has been recognized by various policies and guidance over the last ten years, and is reflected in the emphasis on a minimum transportation system included in the final Travel Management Rule. The Forest Service is developing management direction to resolve this issue across all National Forests. The Deschutes and Ochoco National Forests and Crooked River National Grassland will be addressing this issue consistent with regional and national direction.

Timing of the proposed motorized trail project decisions

Concerns were expressed by the public about the motorized trail systems that are currently being separately proposed and analyzed across the two forests. The concerns were about where there was or was not an overlap in space and time between the analysis and implementation of this Travel Management Environmental Impact Statement and the proposed motorized trail projects.

Some comments expressed concern that implementing the prohibition on motorized cross-country travel identified in the Travel Management EIS prior to the completion of the motorized trails projects would leave a time period when motorized access and recreation opportunities would be lost without any replacements or assurance of a final decision that could somewhat alleviate some of these losses by adding additional specialized motorized trails. Some comments suggested that the implementation of the cross-country prohibitions in the Travel Management EIS should be delayed until all proposed motorized trail projects were completed.

Others comments expressed the opinion that regulation required that all of the proposed trail projects be included in the Environmental Impact Statement for the Travel Management Project. These comments suggested that the Travel Management and motorized trail projects are “connected actions” as defined by the National Environmental Policy Act, and should have been included in and analyzed as a part of the proposed actions in the Travel Management Project Draft Environmental Impact Statement.

In 2005, when the Rule became regulation, we identified two recreational uses that were most likely to be affected by the Rule. These uses were motorized access for dispersed camping and motorized trail opportunities (see Chapter 1, FEIS). We developed a strategy to collaboratively identify a future vision of where future motorized trail opportunities might be considered, and conditions under which motorized access for dispersed camping might be provided. The Deschutes Provincial Advisory Committee recommendation that was a result of that collaboration identified several geographic areas that had conditional community support for considering designated motorized trail systems as well as recommendations for conditions for motorized access for dispersed camping. Conversations with users during this collaborative process reflected that motorized and non-motorized users alike felt that the demands or needs for providing trails for a particular use are not being met. Specialized motorized trails for jeep-type vehicles and single track motorcycle trails were highlighted then, and have been reiterated in the comments on the DEIS as being especially underrepresented in the existing designated motorized trail systems. Many motorized recreationist’s comments on the DEIS expressed concerns that this underrepresentation will have an even greater impact on their recreational opportunities as a result of prohibiting motorized access off of designated routes.

The Forests are responding to the Deschutes Provincial Advisory Committee recommendation and public interest by considering designating motorized trails in several areas across the two Forests. In December, 20, 2011, the Crescent District Ranger District signed the Three Trails Record of Decision on the Deschutes National Forest. The proposed Lava Rock and Ochoco Summit OHV projects are still being developed and analyzed. Each of these projects examine a variety of complex trail configuration alternatives and carefully weighed trade-offs that require scale-appropriate attention to detail to take a “hard look” at reasonable alternatives that will support an informed decision about the specific motorized trail system. Since each of the motorized trail projects offers different opportunities in different locations, with different resource conditions and issues, and site-specific purposes to accomplish, it is not practical, desirable, or in keeping with the intent of the NEPA to fold these individually complex projects with localized issues into the large-scale scope of this analysis.

Neither are the motorized trail projects “connected” actions under the definitions used in the NEPA regulations⁸. This decision is in no way dependent upon the motorized trail project decisions. The proposed trail projects were not identified as actions that must take place in order to reduce, compensate, or eliminate the environmental impacts associated with this decision, nor were they presumed to be approved as an assumption of the analysis. The FEIS recognizes that providing additional motorized trail opportunities would potentially reduce some of the potential adverse effects (FEIS, Chapter 3, Recreation) of this decision, but does not assume nor require that those actions take place.

The proposed actions for the motorized trail systems are also not dependent upon this decision for their implementation. While the general location for the proposed trail systems originated from an

⁸ 40 CFR 1508.25

overall strategy for the future after implementation of the Rule, there is no requirement that all motorized use be limited to designated routes and areas in order to designate one or more specific motorized trails projects within different areas of the Forests. Nothing in the proposed motorized trails or in the Travel Management EIS will preclude either decision or limit the range of alternatives that might be considered within each of those NEPA documents.

The motorized trails projects have some similarities to this Travel Management Project. They affect some of the same geographic area and will overlap in time. Since the Travel Management project decision will include two national forests and grassland for an indeterminate length of time, there are numerous ongoing projects that will also affect the same resources that the Travel Management Project will affect. The relevant adverse cumulative effects of the motorized trail projects with the Travel Management Project have been adequately disclosed to understand the likely relevant impacts. We are undertaking the Travel Management project decision with full consideration of the likely social impacts of not having as much area available to motorized cross-country travel, including closed system roads or unauthorized roads or trails.

We believe that the intent of the National Environmental Policy Act is best served by evaluating each of the proposed trail projects independently from this project. An important purpose of the National Environmental Policy Act is to provide a clear, concise evaluation of a proposal that includes a reasonable range of alternatives to that proposal. Judicial interpretations of this principle include clarification of the importance of taking a “hard look” at the environmental consequences of that proposal. Establishing a reasonable scope of actions in order to effectively consider at the appropriate scale the potential for adverse environmental effects of those actions is consistent with those purposes and principles. The proposed actions in this Environmental Impact Statement are based on a clear purpose and need that does not include providing specific motorized trail recreation opportunities.

Effects of decisions on roads, motorized trail systems and budgets

Respondents to the DEIS raised concerns that prohibiting motorized cross-country access would result in additional crowding on designated motorized trail systems, especially on the limited Class II system. Some respondents also raised concerns about the potential impacts from the actions proposed in the DEIS on the Forest Service budget for road maintenance, and suggested economic models which could be used to estimate those impacts.

The FEIS did not analyze economic impacts to the Forest Service roads budget from the alternatives. We did consider the specific road maintenance costs associated with the mitigation measures for allowing continued motorized mixed use on some specific roads. These costs are described under the section of the decision that addresses motorized mixed use and described in more detail in ROD Appendix 1. The maintenance costs identified include the initial cost of brushing and/or signing to allow for continued motorized mixed use will be met by allocating routine maintenance funding to those roads.

The indirect effect of limiting motorized access to the existing system of over 8,000 miles of open designated roads and 300 miles of motorized trails is unlikely to result in a measureable increase in use that could be differentiated from increase in uses that may originate from other sources such as population growth, changes in gasoline prices, or shifts in the economy (See FEIS, Chapter 3, Social and Economic analysis). As noted in the Recreation and Social and Economic section of Chapter 3, there is insufficient data about user preferences to be able to reliably predict whether there is a direct

or indirect effect from the actions proposed in the FEIS that will increase the use of the road and motorized trail system. The FEIS acknowledges that, overall, national forest system road use by the public will continue and even increase, given that driving for pleasure is identified as one of the most popular recreational activities on the two forests and grassland (FEIS, Recreation, Chapter 3). However, the degree to which the actions included in this Environmental Impact Statement would have an indirect effect on either roads or how the roads budgets are allocated cannot be measured in any meaningful way that would better inform the public or the Deciding Officers about the important environmental impacts of this decision.

Road maintenance budgets are not directly or indirectly affected by any of the actions proposed in the Travel Management Environmental Impact Statement. Whether there could be an increased need for maintenance with associated costs as an indirect result of limiting motorized access to designated routes is speculative. Where and how maintenance dollars are allocated across the two Forests is not a decision that is subject to analysis, public comment, or review under the National Environmental Policy Act.

Implementation - education, evaluation, and enforcement

Some respondents to the DEIS raised concerns about how the agency would enforce the new regulations, how people would be informed about or be able to understand the new regulations, and how the implementation and effectiveness of the new regulations would be monitored or evaluated.

The two Forests and the Grassland have completed the first of what are anticipated to be ongoing updates of a Travel Management Implementation Strategy. The Strategy is posted on the Central Oregon Forests' website (<http://www.fs.fed.us/r6/centraloregon>). Education, enforcement, and evaluation are key components of this strategy.

The Record of Decision and Motor Vehicle Use Map will be available on-line and distributed throughout the forest during the summer and fall of 2011, concurrent with the release of this ROD. Once released to the public, the initial focus of our field implementation will be on educating users about the new regulation and how to use the map. We'll be talking with people in the forests and on the grassland about the intent of the maps and regulation and evaluating various aspects of implementing the regulation. For the last two years, we've been improving the road signing system, and will continue to do so as we move into implementation. We'll be seeking additional information from map users that can help to amend and improve the map for its annual, as needed, updates.

Map review

Several respondents identified concerns with the accuracy of the DEIS maps, and requested an additional opportunity to review and comment on the maps prior to the publication of the FEIS and ROD. We acknowledge there were errors on the DEIS maps, largely resulting from ongoing corrections and updates to the roads and geographic information systems data bases. The Motor Vehicle Use Map published with this ROD undoubtedly also has errors. A single additional review and opportunity to comment on the map is probably not sufficient to ultimately achieve an error free map. It is our intent to have a robust process for identifying and correcting errors to this map on an annual, as needed, basis as it is implemented.

People's concerns about the accuracy of the road layer of the maps were largely based around whether or not a dispersed campsite was accessible by a motor vehicle within the allowances of the proposed action; whether the roads that had been closed by past administrative actions were

accurately portrayed; or whether the roads shown as designated routes had been properly established under NEPA. While these are all valid concerns, a route-by-route evaluation of the accuracy of the existing designated system is not within the scope of this decision.

The Deschutes and Ochoco National Forest have thousands of miles of roads of varying jurisdictions and history. In the years since the initial inventory of National Forest System roads, information about those roads has been frequently updated with changes in geospatial information and mapping technology. The Motor Vehicle Use Map will be reviewed and, if needed, updated annually. The Travel Management Implementation Strategy identifies a process for the public to identify potential errors in the mapped road system and to get feedback on how their information was used in the annual review and update of the Motor Vehicle Use Map. Because of the Travel Management Rule, for perhaps the first time in the history of the Forests, having a map that correctly identifies all of the open, designated system of roads is of paramount importance to forest visitors and the Forest Service. Getting it completely accurate will be an ongoing task that will include feedback from employees and the public as an integral part of that process.

Other Alternatives Considered

In addition to Alternative 3, which was selected with some modifications, we considered two other alternatives in detail: Alternative 1, the “No/Action/No Change” alternative, and Alternative 2, which was identified as the Draft Preferred Alternative in the Draft Environmental Impact Statement. These three alternatives are briefly described below and in more detail in Chapter 2 of the FEIS. Additional alternatives include those considered in the FEIS but not in detail.” The rationale for not considering other alternatives in detail is described in Chapter 2 of the FEIS.

Alternative 3, Modified, is the environmentally preferred alternative. Elements which were described in the FEIS as “Common to Alternative 2 and 3,” are included in Alternative 3, Modified and are not discussed further here. A more detailed comparison of these alternatives can be found in the FEIS in Chapter 2.

Alternative 1 – No Action/No Change

Under the No Action alternative, current management plans, policies and regulations concerning motorized access would continue. The no-action alternative is included as a baseline comparison of continuing the existing conditions without implementing the proposed actions as required by the CEQ Regulations (40 CFR 1502.14). The no-action/no-change alternative would not implement any changes in the current management direction on the Deschutes and Ochoco National Forest regarding motorized access. The Forests would not publish a Motor Vehicle Use Map at this time, but would continue to enforce existing designations and restrictions according to past travel management maps and site-specific decisions. Alternative 1 would continue to allow motorized travel⁹ where it is not already restricted or prohibited by law, regulation, policy, order, Forest Plan direction, site-specific decision or agreement.¹⁰ Motorized access on designated roads would continue as currently authorized. There would be no change at this time to existing designated routes for the class of vehicle that could use the routes. For the Ochoco National Forest, there would be no Forest Plan amendments to change cross-country travel access or to change motorized access for dispersed camping as a result of this decision.

⁹ Over the snow vehicles are excluded from this proposed action.

¹⁰ This includes past decisions to close or decommission National Forest system roads that may not have been implemented through physical barriers or signing, or where the closure method was limited to not conducting routine maintenance activities.

Motorized access for dispersed camping would continue to be allowed as provided for by current laws, regulations, policies, Forest Orders, Forest Plan direction, or site-specific decisions. Alternative 1 would continue a mix of direction regarding motorized access depending upon Forest Plan direction or localized public use restrictions. Unless specifically determined otherwise by a separate decision or order, cross-country access for a variety of types of vehicles could occur on approximately 625,430 acres either year-round or seasonally on the Deschutes National Forest; and on about 431,784 acres on the Ochoco National Forest, excluding the Crooked River National Grassland.

This alternative was not selected because it would not meet the purpose and need of the project. Alternative 1 would not prohibit cross-country travel consistent with direction in the Travel Management Rule and would not provide the uniform and consistent definitions and regulations for motorized access across both Forests and the Grassland that are included in the selected alternative.

Alternative 2 – The Proposed Action/Draft Preferred Alternative

Alternative 2 would have established two sets of conditions for motorized access for dispersed camping. One set of conditions (General Provisions) would have allowed motorized access for dispersed camping within 300 feet of an open road (subject to road conditions); and one set of conditions (Special Provisions) would have applied to roads that were within 300 feet of a stream, wetland, or water body, or within an Inventoried Roadless Area, or in other specifically identified sensitive areas (See FEIS, Chapter 1 and 2 for more detail).

This alternative was identified as the Preferred Alternative in the Draft Environmental Impact Statement primarily because it provided the greatest flexibility to the public for motorized access for dispersed camping in areas where there may not be established dispersed camping sites and provided protective provisions for the most sensitive resources. It was ultimately not selected because it was very difficult to understand where the different conditions for motorized access for dispersed camping applied and to display them on the Motor Vehicle Use Map; and Alternative 2 did not as effectively provide protective provisions for a variety of special or sensitive habitats or heritage sites as did Alternative 3, Modified. Consequently, it would be more difficult for users to apply the right condition for motorized access in the right place and the agency to effectively enforce the varied conditions in order to reduce potential impacts to sensitive resources.

For instance, if a road meandered closer or farther than 300 feet from a stream, or passed through an upland area with other sensitive resources, the mix of General and Special Provisions in Alternative 2 could have, on a single road, allowed for motorized access for dispersed camping only to existing sites right next to areas where motorized access for dispersed camping was not limited to existing sites. Motorized users would have had to determine where or whether there was a stream, wetland, or water body within 300 feet of the road before determining whether they could drive off the road to camp anywhere, or only to existing, designated, or defined sites. For upland Special Provision areas, motorized users would have had to identify whether the segment of the road they were on was listed in a table on the map as a Special Provision route.

Alternative 2 would also not have provided as much resource protection as Alternative 3, Modified. As noted in the analysis of resource effects in the FEIS, Alternative 2 would have allowed motorized access for dispersed camping under General Provisions to some areas with sensitive resources or habitats. We examined options of including all areas of sensitive sites into Special Provisions, but found that many of them exist in such small and localized areas or conditions that mapping them and designating the road segments on the Motor Vehicle Use Map really amplified the difficulty in

understanding the map. The development of new unauthorized motorized routes or trails within 300 feet of a roadway was more likely to occur in Alternative 2. For these reasons, Alternative 2 was not the selected alternative.

Alternative 3

Alternative 3 in the FEIS applied the most restrictions to motorized access of all of the Alternatives considered. For this reason, it was identified as the Environmentally Preferred Alternative in the Draft EIS as required by 40 CFR1505.2. This alternative was selected with some modifications. The modifications included reducing the number of rock and cinder pits designated as open to cross-country travel and excluding some open water areas within those rock pits from cross-country travel; increasing the amount of system roads that continued to allow motorized mixed use; allowing motorized access for dispersed camping under Special Provisions in the Inventoried Roadless Areas; prohibiting motorized access for dispersed camping in some areas of the Newberry National Volcanic Monument that had not been correctly identified in Alternative 3; and prohibiting motorized access for dispersed camping along some additional roadways. The environmental benefits of Alternative 3 that were identified in the FEIS were greater than in Alternative 2. The conditions for motorized access for dispersed camping were more consistent, and therefore easier to understand and display on the map than Alternative 2. However, aspect of Alternative 3 that prohibited motorized access for dispersed camping in all Inventoried Roadless Areas -particularly the Deschutes-Steelhead IRA which includes more than 20 miles of Forest Service and roads under other jurisdictions – is not in keeping with the past use and intended future management of these areas, and would be difficult to understand when compared to allowing motorized access for dispersed camping consistent with the rest of the forest. Some of the Grassland’s most premier designated dispersed sites are along Whychus Creek. These sites would not be accessible with a motor vehicle under the conditions established by Alternative 3. There are also social benefits realized from the modifications to Alternative 3 that reduce the adverse impacts of reduced connectivity within the designated road system for non-highway legal vehicles when compared to Alternative 3. Modifications to the numbers of acres designated as open to cross-country travel and uses within those areas demonstrated additional environmental, economic, and social benefits when compared to the original Alternative 3. Alternative 3, Modified contained additional environmental and social benefits when compared to Alternative 3, and therefore Alternative 3 was not selected as originally designed.

Alternatives Considered But Eliminated from Detailed Study

Chapter 2 of the FEIS includes a description of alternatives that were considered but eliminated from detailed study and the rationale for why those alternatives were not considered in detail. A brief summary of Alternatives that were not examined in detail are described below. For additional detail and the rationale for why each was not examined in detail, refer to Chapter 2 of the FEIS.

- Modifying the motorized access for dispersed camping setback from streams, wetlands, and water bodies from 30 feet to 50 – 100 feet.
- Continuing to permit cross-country travel in areas that currently allow or do not prohibit such travel; designating areas as open to cross-country travel, that are proposed as closed to cross-country travel; and considering the designation of large contiguous areas open to cross-country travel.

- Permit cross-country motorized access for game retrieval consistent with the Travel Management Rule.¹¹

The Environmentally Preferable Alternative

The National Environmental Policy Act regulations require agencies to identify the environmentally preferable alternative (40 CFR 1505.2(b)). This is interpreted to mean the alternative that would cause the least damage to the biological and physical components of the environment, and which best protects, preserves, and enhances, historic, cultural, and natural resources (Council on Environmental Quality, *Forty Most Asked Question Concerning CEQ's National Environmental Policy Act Regulations*, 46 Federal Register 18026). Factors considered in identifying this alternative include: (1) fulfilling the responsibility of this generation as trustee of the environment for future generations, (2) providing for a productive and aesthetically pleasing environment, (3) attaining the widest range of beneficial uses of the environment without degradation, (4) preserving important natural components of the environment, including biodiversity, (5) balancing population needs and resource use, and (6) enhancing the quality of renewable resources. An agency may discuss preferences among alternatives based on relevant factors, including economic and technical considerations and statutory missions {40 CFR 1505.2(b)}.

We have determined that the environmentally preferable alternative is Alternative 3, Modified, because it best meets the criteria identified by the CEQ. As described in detail in Chapter 3 of the FEIS, Alternative 3 will cause the least damage to the biological and physical components of the environment, and best protects, preserves, and enhances historic, cultural, and natural resources. Alternative 3, Modified builds on the benefits of Alternative 3 described in the FEIS and supplemented by the ROD Appendix 4. Alternative 3, Modified, like Alternative 3, will implement a strategy that adjusts the existing conditions for motorized access to a more long-term sustainable balance with resource protection measures. Alternative 3, Modified, like Alternative 3, will better position the two Forests and Grassland to adapt to future changes in climate conditions by promoting a culture of regulated, responsible motor vehicle use. This will allow for future generations to have more options for choice about how and where motor vehicles are used on the National Forests and Grassland and still provide both motorized and non-motorized premier recreation opportunities. This decision will not preclude future options of designating additional areas as open to cross-country motorized access or establishing designated motorized roads, trails, or areas.

Changes to the Draft and Final EISs

Clarifications, Corrections, or Modifications to the Analysis

As a result of public comments, several specifically requested clarifications, factual corrections or additions or modifications to the analysis were included in the FEIS and/or the Record of Decision (ROD). The following is a brief summary of those changes. Unless otherwise indicated, the clarifications, modifications and corrections were included in Chapter 3 of the FEIS. These clarifications, corrections, and modifications are not substantive changes or modifications to the Alternatives described in the DEIS.

¹¹ 36 CFR 212.51(b) states: "The responsible official may include in the designation the limited use of motor vehicles within a specified distance of certain designated routes, and/or specified time periods, solely for the purposes of dispersed camping or big game retrieval."

- Clarifications:
 - The amount of existing miles of motorized trail by vehicle class
 - The relationship of road maintenance to operational status
 - Fire risk and human-caused ignitions relationship descriptions
 - Total trail mileages available on the Deschutes National Forest, including wilderness
- Factual Corrections:
 - The name of the Deschutes County 4-Wheelers Club (throughout FEIS)
 - Pacific Northwest Regional Guidance as the source for 300 foot limits on motorized access for motorized access for dispersed camping instead of the Travel Management Rule (Chapter 2 FEIS)
 - Expected amount of state sales of OHV permits
 - Determination of Effect for Threatened and Endangered Species for No Action Alternative
 - Roads shown as open on the Draft EIS maps that were verified as closed roads
- Additional or modified analysis:
 - Description of the State Water Quality standard and analysis of the effects of the alternatives related to the standard
 - Description of motorized uses and experiences related to scenery and Congressionally Designated Areas
 - Data in the 2009 Oregon State University Report “Economic Impacts of OHV Recreation in Oregon”
 - Effects of motorized mixed use on non-highway legal vehicle contiguous motorized access (ROD, ROD Appendix 4)
 - Effects of the alternatives on climate change (FEIS Chapter 3)
 - Criteria for designation and analysis of hydrologic characteristics of areas designated open to cross-country travel (ROD; FEIS Chapters 1 and 2)
 - Effects of the alternatives on “Citizen proposed Whychus Wilderness Study Area,” and other undeveloped areas
 - Designation Criteria in 36 CFR 212.55 for areas designated as open to cross-country travel (ROD)
 - Effects of motorized use on air quality in proximity to residential areas

Additions and Corrections to the FEIS from the ROD

The following additions and corrections were made to the FEIS by this Record of Decision. The additions and corrections between the Final Environmental Impact Statement and the Record of Decision are divided into the following categories and are detailed in ROD Appendices 2-4:

- Additional analysis of the effects of the selected alternative (Alternative 3, Modified) to the effects identified in the FEIS (Alternative 2 and/or 3). (ROD Appendix 4)
- Additional analysis of new information since the publication of the DEIS according to agency policies or regulation (ROD Appendix 4)
- Errata corrections to the Alternative Maps and analysis in the FEIS based on corrections and updates to the roads data bases (ROD Appendix 5)

Findings Required by Law, Regulation, and Policy

National Environmental Policy Act

Upon review of the scope and scale of the modifications to the FEIS and the additional analysis provided in the appendices to the ROD of the changes between the FEIS and the ROD, we have determined the corrections and modifications are not significant new information that have bearing on the proposed actions or significantly affect the impacts identified in the DEIS. Therefore we will not prepare a Supplemental Environmental Impact Statement. In making this determination, we considered the following:

1. The modifications to Alternative 3 in the selected alternative are within the scope of the environmental analysis in the FEIS.

Effects of motorized access for dispersed camping have been displayed in the Alternative 3 analysis and in the Alternative 2 analysis for motorized access for dispersed camping within Inventoried Roadless Areas.

Withdrawal of the seven rock and cinder pits would have lesser environmental impacts than those analyzed in the DEIS. Analysis of the potential increase in the adverse social effects by further reducing areas available to cross country travel was presented in the Record of Decision, and does not represent a significantly different impact than that presented in the DEIS. The reasons for withdrawal of these pits described earlier represent important agency considerations about public health and safety and prevention of invasive plant populations that were identified in the DEIS (criteria for designation of areas open to cross-country travel) and would not be better informed with additional public comment.

2. The effects of the changes to motorized mixed use of the selected alternative was within the scope of effects disclosed in the DEIS and FEIS.

Alternative 1 of the DEIS evaluated and compared the roads that currently allow for motorized mixed use. A more specific comparison of the roads that are included in the final decision are included in Appendix 5 of the ROD, and do not represent a meaningful change from the scope of analysis presented in the DEIS.

3. Corrections to the operational status of the roads displayed as open or closed on the FEIS Alternative maps are the result of updated information, and are not substantive changes to the Alternatives. Additional public review or comment would not better inform this decision.

Specific road designations (open or closed to public motorized access) are outside the scope of this EIS and Record of Decision. In accordance with 36 CFR 212.50 (b), this decision incorporates the existing or current condition of the National Forest road and motorized trail systems that were designated by past administrative actions. This decision does not affect what is classified as an open or closed road, by either adding or subtracting. Therefore, although the Motor Vehicle Use Map may show different roads as open or closed to motorized access than did the Draft and Final Alternatives Maps, there is no change to the proposed actions of prohibiting motorized access off of designated routes or modifying the conditions for motorized access for dispersed camping to be within 300 feet of an open designated road, subject to the conditions described in the FEIS. The corrections in the open or closed road status are a result of improved data sets that were updated as a result of review by Forest Service practices.

Corrections to the Draft Environmental Impact Statement Alternative 3 Map from this updated information are within reasonably anticipated tolerances in order to both complete a timely analysis of the proposed actions and provide an initial Motor Vehicle Use Map that includes more updated roads data. In order to complete a timely analysis for the DEIS, a freeze on data used to calculate the estimated impacts was necessary. This occurred in October of 2008. Review and correction of the roads data base continued until a freeze on the data was established in January of 2010 in order to prepare and print the initial Motor Vehicle Use Map published with this Record of Decision. An annual review is required as a part of the Travel Management Rule, and a similar system of map corrections will be ongoing as the Rule is implemented.

4. Additions, modifications and corrections to the analysis of environmental impacts in response to public comment or agency review between the Draft and Final Environmental Impact Statements or between the completion of the FEIS and the signing of the ROD did not result in the disclosure of any new significant adverse effects or materially alter any factors that were considered when making this decision.

Additional analysis about sage grouse and flora species described in ROD Appendix 4 do not result in a change in the beneficial nature of the environmental impacts of the selected alternative and do not warrant additional review or public comment.

National Forest Management Act

The National Forest Management Act (NFMA) provides the overall purpose of land and resource management on the National Forests and Grassland. It includes substantive and procedural requirements to establish plans and programs to sustain the purposes of the Forests and Grassland. Projects must be consistent with the Land and Resource Management Plans (Forest Plans) for each unit based on the Plans' goals, objectives, standards and guidelines.

Deschutes National Forest Land and Resource Management Plan

As described in Chapters 2 and 3 of the FEIS, the Deschutes Land and Resource Management Plan does not contain specific goals, objectives, or standards and guidelines for motorized cross-country travel or motorized access for dispersed camping except where specifically prohibited. The Forest

Plan requirement to produce a Travel Map is described in Chapter 3 of the FEIS and will be met following this decision by the Motor Vehicle Use Map.

A portion of the Deschutes National Forest Plan was amended by the Northwest Forest Plan, PAC Fish, and INFISH (see Chapter 3, Fisheries, for definitions and specific descriptions). Analyses of the Aquatic Conservation Strategy Objectives and the objectives of PAC Fish and INFISH demonstrate the selected alternative will have a neutral or beneficial effect on aquatic resources and are consistent with the Forest Plan.

On December 17, 2009, the U.S. District Court for the Western District of Washington issued an order in *Conservation Northwest, et al. v. Sherman, et al.*, No. 08-1067-JCC (W.D. Wash.), granting Plaintiffs' motion for partial summary judgment and finding NEPA violations in the Final Supplemental to the 2004 Supplemental Environmental Impact Statement to Remove or Modify the Survey and Manage Mitigation Measure Standards and Guidelines (USDA and USDI, June 2007). In response, parties entered into settlement negotiations in April 2010, and the Court filed approval of the resulting Settlement Agreement on July 6, 2011. Projects that are within the range of the northern spotted owl are subject to the survey and management standards and guidelines in the 2001 ROD, as modified by the 2011 Settlement Agreement.

The Travel Management Project applies the Survey and Manage¹² species list in the 2001 ROD (Table 1-1, Standards and Guidelines, pages 41-51) and thus meets the provisions of the 2001 Record of Decision and Standards and Guidelines for Amendments to the Survey and Manage, Protection Buffer, and other Mitigation Measures Standards and Guidelines, as modified by the 2011 Settlement Agreement. Species included in the 2001 species list that were not specifically identified in the FEIS have been included in the ROD Appendix 4. The selected alternative will have beneficial effects on habitats for these species. Therefore, the Deschutes National Forest is consistent with its Land and Resource Management Plan as amended by the 2001 Record of Decision and Standards and Guidelines for Amendments to the Survey and Manage, Protection Buffer, and other Mitigation Measures Standards and Guidelines (2001 ROD), as modified by the 2011 Settlement Agreement.

Alternative 3, Modified, will reduce potential disturbance or have no impact to wildlife management indicator species identified in the Deschutes Forest Plan. Reduced disturbance is a beneficial impact for many species. There is no habitat modification occurring with the implementation of this project. There are no management indicator fish species on the Deschutes National Forest.

Chapter 3 of the Travel Management FEIS (Wildlife) provided a detailed evaluation of the effects of prohibiting motorized access off of designated roads and trails and modifying the conditions of motorized access for dispersed camping to a number of wildlife species. This analysis included consideration of forest habitat conditions that contribute to population viability considerations for specific management indicator species.

Those species the FEIS found were not affected by the project are similar in habitat needs and uses to Deschutes National Forest management indicator species that include the Lewis' woodpecker, white-headed woodpecker, northern flicker, Williamson's sapsucker, Cooper's hawk, and red-tailed

¹² Throughout the FEIS and Appendices, and the ROD and Appendices, the terms "other rare and uncommon," or "rare and uncommon" were used to refer to species now referred to in the terms of the settlement agreement as "survey and manage" species. For the purposes of the meeting the terms of the settlement agreement these terms should be considered synonymous.

hawk in the project area. Therefore, the project will not contribute to a negative trend in viability on the Deschutes National Forest for these management indicator species.

Those species for which improved conditions were disclosed in the FEIS are similar in habitat needs and uses to Deschutes National Forest management indicator species that include the bald eagle, peregrine falcon, wolverine, northern goshawk, sharp-shinned hawk, great gray owl, great blue heron, golden eagle, osprey, pileated woodpecker, American marten, elk, mule deer, red-naped sapsucker, hairy woodpecker, downy woodpecker, three-toed woodpecker, waterfowl, and the northern spotted owl in the project area. Therefore, the selected alternative will not contribute to a negative trend in viability on the Deschutes National Forest for these management indicator species.

Ochoco National Forest and Crooked River Grassland Land and Resource Management Plan

This ROD will amend the Ochoco National Forest and Crooked River National Grassland Land and Resource Management Plan.¹³ Descriptions of the amendments are included in ROD Appendix 3 and FEIS Appendix C-13. The plan amendment was prepared under Forest Service regulation 36 CFR 219.35 (2000) that allows the use of the 1982 rule procedures¹⁴. This assessment procedure provides a guide to the relative significance of changes to the Forest Plan upon the goals, objectives, goods and services provided by the Forest Service to meet the intent of the NFMA.

Chapter 3 of the Travel Management FEIS (Wildlife) provided a detailed evaluation of the effects of prohibiting motorized access off of designated roads and trails and modifying the conditions of motorized access for dispersed camping to a number of wildlife species. This analysis included consideration of forest habitat conditions that contribute to population viability considerations for specific management indicator species.

Those species the FEIS found were not affected are similar in habitat needs and uses to Ochoco National Forest management indicator species that include the Lewis' woodpecker, white-headed woodpecker, northern flicker, Williamson's sapsucker, red-naped sapsucker, hairy woodpecker, downy woodpecker, deer, and elk. The FEIS indicates there will be no affect on the Metolius Deer Winter Range or Big Game Winter Range in the project area. Alternative 3, Modified, would therefore not contribute to a negative trend in viability for these management indicator species.

Similarly, those species the FEIS found to have improved habitat conditions are similar in habitat needs and uses to Ochoco National Forest management indicator species that include the pileated, black-backed, and three-toed woodpecker, deer and elk in the General Forest Winter Range; and golden eagle and prairie falcon in the project area. Therefore, conditions will be improved by Alternative 3, Modified for these species and the selected alternative will not contribute to a negative trend in viability on the Ochoco National Forest for any of these management indicator species.

The Ochoco National Forest Land and Resource Management Plan and the Crooked River National Grassland Land and Resource Management Plan (LRMP) identified three aquatic management indicator species (MIS). They are rainbow trout, brook trout, and steelhead trout. Subsequent to the

¹³ Does not include the Emigrant Ranger District administered by the Malheur National Forest

¹⁴ See 65 FR 67568, Nov. 9, 2000, as amended at 66 FR 1865, Jan. 10, 2001; 66 FR 27554, May 17, 2001; 67 FR 35434, May 20, 2002; 68 FR 53297, Sept. 10, 2003; 69 FR 58057, Sept. 29, 2004. The 1982 rule and the 2000 rule as amended is available online at http://www.fs.fed.us/emc/nfma/2000_planning_rule.html

signing of these LRMP's rainbow trout on the east side of Cascade mountain crest in the Columbia basin and elsewhere were described as redband trout by Behnke (1992). Brook trout are a non-native trout that was planted for fishing opportunities in the 1920's and 1930's. They are known to exist in only a few streams on the Forest including Allen Creek, Lookout Creek, and Brush Creek. Redband trout, steelhead trout, and brook trout are considered the aquatic management indicator species for the Ochoco National Forest and Crooked River National Grassland. The Travel Management Project will reduce impacts or improve existing conditions for these three aquatic species, as for all other aquatic species (FEIS, Chapter 3, Fisheries), by reducing the acres available to motorized access off of designated routes and for the purpose of motorized access for dispersed camping within proximity of streams, wetlands, and water bodies.

The largest difference between motorized access under current conditions and the selected alternative is the reduction in acres available to motorized access off designated routes (cross-country travel) within 100 feet of streams, lakes, and water bodies. In all watersheds inhabited by aquatic management indicator species, all motorized access off designated routes, trails and outside of designated areas will be prohibited, thus decreasing the area open to cross-country travel within 100 feet of a stream wetland, or water body from 39,888 acres to zero acres with the implementation of the selected alternative. In addition acres that are open to motorized access for dispersed camping within Riparian Habitat Conservation Areas containing aquatic management indicator species are reduced from approximately 62,000 acres to 20,740 acres, thus significantly reducing the area that could potentially realize adverse impacts from motorized access for dispersed camping. In addition, motorized access for dispersed camping that is allowed within areas adjacent to streams, wetlands, and water bodies is confined to areas that have already been impacted by past activities, thus further reducing the potential for future impacts in these areas.

A Forest-wide analysis of the current viability status of the three aquatic management indicator species indicates that the reduction in area available for motorized access off of designated trails, the reduction in areas available for motorized access for dispersed camping, and the changed conditions for motorized access for dispersed camping will not negatively affect the viability of the three aquatic management indicator species on the Ochoco National Forest or Crooked River National Grassland.

Clean Air Act

Motorized vehicle use on the two Forests and Grassland can contribute to air pollution through the dispersion and suspension of particulate matter (fugitive dust from travel on unpaved surfaces) and from vehicle emissions (e.g., nitrogen oxides, sulfur dioxide, carbon monoxide, ozone, aldehydes, and extremely persistent polycyclic aromatic hydrocarbons). Chapter 3 of the FEIS (Air Quality) analyzes the effects of the alternatives on air quality. Both action alternatives would reduce fugitive dust sources by reducing the amount of area open to motorized travel. The amount of other air pollutants emitted from motorized use is unlikely to vary between alternatives, including the No Action alternative. The selected alternative is consistent with the Clean Air Act.

Clean Water Act

The objective of the Clean Water Act is to restore and maintain the chemical, physical, and biological integrity of all waters to protect the beneficial uses. In Oregon, the beneficial uses are documented by Oregon Department of Environmental Quality (ODEQ) criteria. A beneficial use is a resource or activity that would be directly affected by a change in water quality or quantity and are defined on a basin scale in the Oregon Administrative Rules for water quality. The beneficial uses for this project were derived from the four basins encompassed by the two Forests and Grassland.

Chapter 3 of the FEIS describes the effects of Alternative 3 on these beneficial uses. Because these beneficial uses can be adversely affected by unregulated motorized use, both action alternatives and Alternative 3, Modified would help to improve trends in soil and hydrologic conditions that contribute to good water quality status in compliance with the Clean Water Act.

Endangered Species Act

Both terrestrial and aquatic species listed as Threatened and Endangered occur within the Deschutes and Ochoco National Forests and Crooked River National Grassland. These include the northern spotted owl (*Strix occidentalis*), mid-Columbia River Steelhead trout (*Oncorhynchus mykiss*), and bull trout (*Salvelinus confluentus*). These species are listed as threatened under the Endangered Species Act and critical habitat for all three species has been designated on both Forests and the Grassland. Eliminating cross-country motorized use and modifying the conditions of motorized access for dispersed camping is demonstrated in Chapter 3 of the Final Environmental Impact Statement to provide improved conditions for these species when compared to the current conditions of motorized access, and thus is consistent with the purpose of the Act. All required consultation and conferencing with the U.S. Fish and Wildlife Service (USFW) and National Marine Fisheries Service (NMFS) was completed. The project includes no habitat modification, and therefore meets the intent of the Revised Northern Spotted Owl Recovery Plan (6/28/2011). After reviewing the current status of species affected by this decision, the environmental baseline for the area affected, and the effects of the proposed action described in this Record of Decision, both agencies concur with the Biological Assessments' determination of, "May Affect, Not Likely to Adversely Affect - Beneficial Affect" for the northern spotted owl and its designated critical habitat, and "May Affect, Not Likely to Adversely Affect" for the mid-Columbia River Steelhead trout, bull trout and associated designated critical habitats.

Preservation of American Antiquities Act; and the National Historic Preservation Act

A cultural resource assessment and finding of effect has been completed in accordance with applicable law, policy and regulation under the terms of the 2004 Programmatic Agreement. The activities in Alternatives 2 and 3 would have No Effect or No Adverse Effect to cultural resource sites, and the findings are compliant with the 36 CFR § 800 regulation.

Executive Orders

11644 of February 8, 1972

Use of Off-road Vehicles on the Public Lands

As amended by Executive Order 11989 of May 24, 1977.

Executive Order (EO) 11644, as amended, provides direction for federal agencies to establish policies and procedures to control and direct the use of OHVs on public lands to: 1) protect the resource of those lands; 2) promote the safety of all users of those lands; and 3) minimize conflicts among various users of those lands. In response, the Forest Service developed regulations at 36 CFR 216, 219, and 295. Under these regulations OHV use can be restricted or prohibited to minimize: 1) damage to soil, watershed, vegetation, or other resources of the public lands; 2) harm to wildlife or wildlife habitats; or 3) conflicts between the use of OHVs and other types of recreation.

The Travel Management Rule was established in part to ensure that a consistent approach to meeting the intent of this Executive Order was applied throughout the nation. The selected alternative clearly

meets the purpose and need of the Travel Management Rule. The Deschutes and Ochoco National Forests and Crooked River National Grassland have restricted motorized travel to designated routes in some areas since the late 1970s. The two Forests have also issued travel maps that define travel opportunities and restrictions on Forest roads and trails since the early 1990s. Chapter 3 of the FEIS describes how applying consistent conditions for motorized vehicle use across more than a million additional acres outside of wilderness will establish conditions of motorized use that meet the intent of this Executive Order.

11988 & 11990 of May 24, 1977 Protection of Floodplains and Wetlands

Executive Order 11988 requires the Forest Service to provide leadership and to take action to: 1) minimize adverse impacts associated with occupancy and modification of floodplains and reduce risks of flood loss; 2) minimize impacts of floods on human safety, health, and welfare; and 3) restore and preserve the natural and beneficial values served by floodplains. Executive Order 11990 requires the Forest Service to take action to minimize destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands.

The selected alternative will establish conditions of motor vehicle use that will reduce the impacts from motor vehicles within the riparian influence zone along many streams, wetlands, and water bodies and within floodplains currently open to motorized access off designated routes and where motorized access for dispersed camping is not prohibited. Chapter 3 of the FEIS describes the anticipated reduced impacts and resultant benefits to the natural and beneficial values of wetlands and demonstrates that selection of Alternative 3, Modified, will meet the intent of Executive Order 11988.

12898 Environmental Justice in Minority Populations and Low-income Populations

Executive Order 12898 directs the agency to identify and address, “as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations....” The intent of the order is to assure the fair treatment and meaningful involvement and consideration of all people. Fair treatment means that no group of people, including racial, ethnic, or socioeconomic group should bear a disproportionate share of the negative environmental consequences resulting from the execution of federal actions. Outreach and public involvement for this project has been extensive and at various scales within communities of interest. This included meeting individually with tribal staff and members of the Cultural and Heritage Committee for the Confederated Tribes of the Warm Springs, as well as including the tribal newspaper and radio station in news releases prior to all of our public meetings, and with periodic updates as the planning process progressed. A similar outreach effort was made with local Hispanic radio and news media outlets. Flyers and posters were distributed in all local communities prior to public meetings to reach all members of the local communities. As a result of these outreach and scoping (public involvement) processes, there were no potentially disproportionately high and adverse human-health, environmental, or social effects to minority or low-income populations identified. Based on the social and economic analysis presented in Chapter 3, there is no known potential for disparate or disproportionate effects on minority or low-income populations.

13186 of January 10, 2001, and the Migratory Bird Treaty Act Responsibilities of Federal Agencies to Protect Migratory Birds

Executive Order 13186, signed January 10, 2001, directs federal agencies to protect migratory birds by integrating bird conservation principles, measures, and practices into agency activities and by avoiding or minimizing, to the extent practical, adverse impacts on migratory birds' resources when conducting agency actions. This order directs agencies to further comply with the Migratory Bird Treaty Act, the Bald and Golden Eagle Protection Act, and other pertinent statutes. Chapter 3, Wildlife, describes how the selected alternative meets the intent of the National Memorandum of Understanding between the USDA Forest Service and the USFWS to promote the conservation of migratory birds (USDA 2008g).

13443 of August 16, 2007 Facilitation of Hunting Heritage and Wildlife Conservation

This order directs federal agencies that have programs and activities that have a measurable effect on public land management, outdoor recreation, and wildlife management to facilitate the expansion and enhancement of hunting opportunities and the management of game species and their habitat.

This EIS and the associated specialist reports have considered the management of wildlife habitat trends and effects on hunting opportunities, and economic and recreational values of hunting. Resource specialists have considered the programs and plans of other state and federal wildlife agencies, have worked collaboratively with them in their professional roles, and have coordinated with them in development of this travel management plan. These other agencies have been kept abreast of these proposed actions. The Deschutes and Ochoco National Forests currently have in place various cooperative seasonal motorized use closures, including winter range motorized closure areas and the so-called "Green Dot" hunting season road closures. These concepts have been adopted year-round in the selected alternative. Alternative 3, Modified, incorporates seasonal use periods for routes established by these cooperative agreements and prohibits motorized access off designated routes except under specific conditions where motorized access for dispersed camping is allowed within 300 feet of open designated routes. According to comments received during scoping on this and other projects, and comments received on the Draft Environmental Impact Statement, Oregon Department of Fish and Wildlife, the state agency that regulates hunting, supports prohibiting motorized access off designated routes and limiting motorized access for dispersed camping within and adjacent to streams, wetlands, and water bodies (See FEIS, Appendix E).

Travel Management: Designating Routes and Areas for Motor Vehicle Use

36 CFR 212.55 – Criteria for Designation of Routes and Areas

This Record of Decision will designate 45 out of 531 material sources (8%) as open to cross-country travel. Motorized access is currently not prohibited in these areas and damage to resources is localized, and mostly within the confines of the pits. Although all of these areas have enjoyed popular use in the past, they have not been designated as "open" to motorized access as a result of past administrative actions in accordance with 36 CFR 212.50 (b). Therefore, the criteria included in the Travel Management Rule (CFR 212.55(a-c and e)) were considered when making this decision to allow these areas to be designated as open to cross-country motorized travel.

The following narratives describe first the applicable criteria from the regulation, and, second, in brief, how each of the applicable parts of the designation criteria were considered in this decision. Additional detail may be found in the FEIS and in the specialist reports included in the project record.

36 CFR 212.55(a) “*General Criteria for Designation of ... areas on National Forest System lands ...* the responsible official shall consider effects on National Forest System natural and cultural resources, public safety, provision of recreational opportunities, access needs, conflicts among uses of National Forest System lands, the need for maintenance and administration of ... areas that would arise if the uses under consideration are designated; and the availability of resources for that maintenance and administration.”

The Deschutes and Ochoco Travel Management Environmental Impact Statement Record of Decision would designate a total of 295.5 acres out of a total of 1,406 acres within the excavated portions of mineral material sources (rock and cinder pits) as open to motorized cross-country travel. This is less than one tenth of one percent of the area outside of designated Wilderness areas across the entire two Forest and Grassland planning area. This decision allows continuation of past motorized uses in these areas, although in a reduced area that is confined specifically to the excavated area of each pit. These areas have all been excavated in the past for mineral material sources, and have in the past and continue to currently provide a variety of recreational opportunities associated with or assisted by motor vehicles that have coexisted for many years. The areas are well known and easily accessed by the public and agency personnel and will require relatively low maintenance or administration because the boundaries are clearly identified within an already excavated area that is accessible by an open designated road. Criteria that were used to distinguish those pits that were considered to be suitable for continued cross-country motorized use from all of the existing pits were identified in the FEIS (Chapter 2 – Criteria for Designation of Areas Open to Motorized Access Off Designated Routes), and matched many of the specific criteria identified in 36 CFR 212.55(b). Impacts from continued motorized use of these areas have been clearly identified in the FEIS (Chapter 3). Unavoidable adverse effects associated with the continued use of sites with known invasive weed populations have also been identified in this Record of Decision and the FEIS (Chapter 3).

36 CFR 212.55 (b) “*Specific criteria for designating trails and areas.* In addition to the criteria in paragraph (a) of this section, in designating trails and areas... the responsible official shall consider effects on the following with the objective of minimizing: (1) Damage to soil, watershed, vegetation, and other forest resources; (2) Harassment of wildlife and significant disruption of wildlife habitats; (3) Conflicts between motor vehicle use and existing or proposed recreational uses of National Forest System lands or neighboring federal lands; and (4) Conflicts among different classes of motor vehicle uses on National Forest System lands or neighboring federal lands. In addition the responsible official shall consider: (5) Compatibility of motor vehicle use with existing conditions in populated areas, taking into account sound, emissions, and other factors.”

1. Potential damage to soil, watershed, vegetation, and other forest resources have been minimized by applying specific criteria to over 500 available mineral material sources as a part of the designation process. These criteria were designed to help distinguish those areas where designation would minimize the disturbance of the soil, watershed, vegetative and social resources (FEIS, pp. 40-41). The decision to designate these areas minimizes impacts to all forest resources by designating only existing rock or cinder pits. These areas have been developed as areas for mineral withdrawal and have been extensively altered by mining activities. Soils have been detrimentally disturbed or compacted from these mining

activities, and the continued use of these areas by motor vehicles will not cause any further damage to forest resources. Use of these areas for the future withdrawal of mineral materials will not be compromised, as the areas may be closed in the event that they are needed for mineral materials withdrawal. Watershed function will not be affected by the continued motorized use of these areas because there are no designated areas that include direct connections to surface water. All pits that included or were adjacent to perennial or intermittent streams and several pits with seasonal or perennial ponds were not included in the designated areas. The three pits with perennial ponds of exposed groundwater that are stocked with fish by the State (Sprague, Sisters RD; Walton Lake, Lookout Mountain RD; Thorton, Paulina RD) and the two pits with seasonal ponds (Whychus, Sisters RD; and West Brown, Bend-Ft. Rock RD) that are within designated areas were excluded from the boundaries of the designated areas.

2. Wildlife harassment has been minimized by designating rock and cinder pits which are not suitable habitat. The US Fish and Wildlife supports the designation of these areas. (See Appendix E)
3. Current use within the rock/cinder pits include a variety of motorized activities that have co-existed for many years. These include a diversity of activities including dispersed camping, staging areas for Off-Highway Vehicles, and target shooting. Non-motorized trails are adjacent to some of the designated areas, such as Coyote Butte, but there are no designated non-motorized trails within any of the designated areas. The Lava Rock proposed motorized trail system may include a staging area for OHVs in the vicinity of the Coyote Butte cinder pit. Future uses of this area will depend upon the final alternative selected. The Three Trails OHV project designated an open play area at Muttonchop Butte as part of the designated trail system. The decision to designate these two pit areas as open to cross-country travel is compatible with those uses. No other proposed designated uses are currently being considered. The closest federal lands to any of the designated open areas that are not National Forest Lands are public lands administered by the BLM. Designation of these areas will not affect motorized use on those lands.
4. Various classes of motor vehicles currently utilize these designated areas. Although quads and motorcycles are among the most popular, highway legal vehicles also use the areas without apparent conflict. No conflicts between different types of motor vehicles have been recorded in these areas. Potential conflicts between motor vehicle use and existing or proposed recreational use on or adjacent to areas designated as open to cross-country travel were considered in the determination of an open or closed designation for each area (DEIS/FEIS p. 40). Current use within the rock/cinder pits proposed to remain open includes a variety of activities that appear to co-exist without direct conflict, including parking for OHV staging or overnight use, and target shooting. Most areas remaining open under the action alternatives have a low potential for user conflict based on the existing uses at the site. Pits remaining open will have the extent of the motorized use allowed under this decision reduced to the existing pit area in order to minimize the conflicts with recreational uses adjacent to the area, such as hiking or localized fishing. Conflicts between different classes of motor vehicle uses within the rock/cinder pit areas were not raised as an issue during the public comment period or by internal staff.
5. Coyote and 4-Mile Butte pits are the nearest designated open areas to concentrated population centers that received public comment. Coyote Butte pit is more than one mile from the nearest population center which is a rural residential subdivision. 4-Mile Butte is

about a mile from the nearest homes, which are isolated residences not within a concentrated population center. Comments received during the comment period on the DEIS identified concerns from those residents about the continued use and designation of the Coyote Butte pit. They identified concerns with noise, dust, and recreational conflicts with continued motorized use of the area. The Coyote Butte area has been a very popular area for many uses, such as target shooting and off-highway vehicle use all around the area – not just within the confines of the pit. Many of the conflicts identified in the comments related to the uses outside of the pits – sometimes on non-motorized trails or on roads that were being illegally used. The designation of the pit area as the sole remaining area open to cross-country travel represents a significant reduction in the amount of area available for motorized uses, and will minimize the sounds, emissions, and dust visible from motorized uses in the limited designated area, and will minimize conflicts associated with the adjacent population areas.

Civil Rights and Climate Change Policies

Civil Rights Policy of the US Department of Agriculture¹⁵

Chapter 3 of the FEIS (Social and Economic Impact Analysis and Other Required Disclosures) analyzes the effect on the Civil Rights policy of the US Department of Agriculture (Departmental Regulation 4300-4 dated May 30, 2003), and determines that a Civil Rights Impact Analysis is not needed. The analysis in the FEIS establishes that this decision is consistent with Departmental Civil Rights policy and there will be no disparate or discriminatory treatment to any group of people regardless of age, ethnicity, gender, income, or disability. Regulation of motorized uses established in this decision will apply equally to all users of the two National Forests and Grassland.

Climate Change Policy of the Forest Service

Understanding and documenting the effects of 1) Forest Service decisions on climate change and 2) climate change on Forest Service decisions are important priorities for the agency under Chief Tidwell. The Washington Office has issued guidance to units outlining procedures for assessing the effect of proposals on the climate. Chapter 3 of the FEIS presented evidence to support that there is no direct effect of this decision on the emission of greenhouse gases, or indirect potential effect of potential emissions causing changes in the climate due to increased atmospheric gases. The analysis supports that there is an added benefit of Alternative 3 supporting effective climate change adaptation strategies because it will protect Forest and Grassland resources from the damaging effects resulting from motorized travel across the landscape, which could be exacerbated by the projected effects of climate change.

Implementation

Implementation Date

The implementation date of this project is governed by the regulations at 36 CFR 215.9. Implementation of this decision may occur on, but not before, the 5th business day following the

¹⁵ Departmental Regulation 4300-4; May 30, 2003

close of the appeal filing if no appeal is filed. In the event an appeal is filed, implementation of this decision may occur on, but not before the 15th business day following the date of appeal disposition.

Notwithstanding the requirements of 36 CFR 215.9, or other legal requirements, it is the intent of the Responsible Officials that this decision shall be implemented in a manner that promotes education and understanding of the purpose of the Rule. There will be an opportunity for the public to obtain copies of the Motor Vehicle Use Map and become familiar with the new regulations. The Forest Service will also begin to implement key parts of the Travel Management Implementation Strategy. This Implementation Strategy includes important components to further public understanding of some of the most important aspects of this decision such as:

- Where and how to get copies of the Motor Vehicle Use Map,
- How to read and understand the Motor Vehicle Use Map
- Which roads are open for motorized access and making sure they are identified accordingly on the ground
- What are the new conditions for motorized access for dispersed camping and where they apply
- How to provide feedback and comments about the new map and the conditions for motorized access for dispersed camping

Administrative Review or Appeal Opportunities

This decision is subject to appeal in accordance with 36 CFR 215. A notice of appeal must be filed in writing and clearly state that it is a Notice of Appeal being filed in pursuant to 36 CFR 215 within 45 days of the date of legal notice of this decision in *The Bulletin*, Bend, Oregon, the official newspaper of record. The Notice of Appeal must be filed with the Reviewing Officer at:

Appeal Deciding Officer, Pacific Northwest Region, USDA Forest Service

Attention: 1570 Appeals, 333 S.W. First Avenue, PO Box 3623, Portland, OR 97208-3623

Appeals can also be filed electronically at: appeals-pacificnorthwest-regional-office@fs.fed.us, filed by facsimile at (503)808-2339; or hand delivered to the above address between 7:45 and 4:30 PM, Monday through Friday, except legal holidays. The appeal must be postmarked, facsimile dated, or delivered within 45 days of the date the legal notice appears in the paper of record. The publication date of the legal notice in the paper of record is the exclusive means for calculating the time to file an appeal and those with standing to appeal should not rely on dates or timeframes provided by any other source.

Electronic appeals must be submitted as part of the actual e-mail message, or as an attachment in Microsoft Word, rich text format, or portable document format only. E-mails submitted to e-mail addresses other than the one listed above or in other formats than those listed or containing viruses will be rejected.

It is the responsibility of those who expressed an interest during the comment period and with standing to appeal a decision to provide the Regional Forester sufficient written evidence and rationale to show why the decision should be changed or reversed. The appeal must be filed with the Appeal Deciding Officer (36 CFR 215.8) in writing. At a minimum, an appeal must include the following:

1. Appellant's name and address (§ 215.2), with a telephone number, if available;
2. Signature or other verification of authorship upon request (a scanned\ signature for electronic mail may be filed with the appeal);
3. When multiple names are listed on an appeal, identification of the lead appellant (§ 215.2) and verification of the identity of the lead appellant upon request;
4. The name of the project or activity for which the decision was made, the name and title of the Responsible Official, and the date of the decision;
5. The regulation under which the appeal is being filed, when there is an option to appeal under either this part or part 251, subpart C (§ 215.11(d));
6. Any specific change(s) in the decision that the appellant seeks and rationale for those changes;
7. Any portion(s) of the decision with which the appellant disagrees, and explanation for the disagreement;
8. Why the appellant believes the Responsible Official's decision failed to consider the comments and;
9. How the appellant believes the decision specifically violates law, regulation, or policy.

Contacts

For additional information concerning this decision or the Forest Service appeal process, you may contact either Mollie Chaudet or Susan Skakel at the Deschutes National Forest Headquarters office at 1001 SW Emkay Drive, Bend, OR, 97702, or you may telephone to (541-383-5300). On the Ochoco National Forest and Crooked River National Grassland, you may contact Marcelle Anderson or Kate Goossens at the Ochoco National Forest Headquarters at 3160 NE 3rd Street, Prineville, OR 97754, or you may telephone to (541-416-6500).



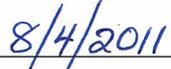
JOHN P. ALLEN
Forest Supervisor
Deschutes National Forest



[DATE]



KATHLEEN KLEIN
Forest Supervisor
Ochoco National Forest and Crooked River National Grassland



[DATE]

Appendices 1-4



United States
Department of
Agriculture

Forest
Service
Region 6
August, 2011



Record of Decision

Travel Management Project

**Deschutes National Forest, Ochoco National
Forest, and Crooked River National Grassland**

**Deschutes, Jefferson, Crook, Klamath, Lake,
Grant and Wheeler Counties, Oregon**

ROD Appendix 1: Alternative 3, Modified

Introduction

Alternative 3, Modified, is a mixture of actions included in the alternatives considered in detail in the FEIS, and changes made to the FEIS alternatives in response to public comments. Alternative 3, Modified includes the conditions and actions described in Chapter 2 of the FEIS from the sections titled “Proposed Actions Common to Alternatives 2 and 3,” “Connected Actions Common to Alternatives 2 and 3,” and “Alternative 3.” Modifications to these actions in the selected alternative include:

- Changes to the areas designated as open to cross-country travel, motorized mixed use, and motorized access for dispersed camping
- Adoption of the conditions of motorized access for dispersed camping in Inventoried Roadless Areas described in Alternative 2

This Appendix to the ROD presents a brief composite summary of all the actions included in Alternative 3, Modified, and highlights where there are or are not changes to the Alternative 3 as described in the FEIS.

Motorized Access Off Designated Routes (Motorized Cross-country Travel)

Areas Closed to Cross-Country Travel

Motorized vehicle cross-country travel will be prohibited on the Deschutes and Ochoco National Forests and the Crooked River National Grassland outside of designated roads, motorized trails and areas subject to the motorized vehicle and use exceptions identified in 36 CFR 212.51, and the limited conditions for motorized access for dispersed camping established in the Deschutes and Ochoco National Forests and Crooked River National Grassland Travel Management Project Record of Decision (Decision). This Decision includes all areas that currently do not prohibit cross-country travel or do not otherwise permanently restrict or prohibit such use by law, regulation, policy, order, Forest Plan direction, or other site-specific decision or agreement. All routes and areas open to motorized access, including conditions of use, are displayed on the Deschutes and Ochoco National Forests and Crooked River National Grassland Motor Vehicle Use Maps and associated tables.

As a result of this Decision, cross-country travel will be prohibited on about 624,355 acres on the Deschutes National Forest for a total¹⁶ of approximately 1,611,857 acres where motorized cross-country travel will be prohibited. On the Ochoco, approximately 431,573 acres will be prohibited to cross-country motorized access for a total of 723,644 acres on the Ochoco National Forest where cross-country motorized travel will be prohibited. **With the exception of the changes in the areas designated open to cross-country travel described below, this is the same as Alternative 3 of the Final Environmental Impact Statement.**

¹⁶ Includes approximately 987,507 acres on the Deschutes National Forest and 292,071 acres on the Ochoco National Forest that are currently closed to motorized access such as Wilderness and Research Natural Areas.

Areas Designated Open to Cross-country Travel

Alternative 3, Modified, will designate some rock/cinder pits that currently do not prohibit use by all motor vehicles as areas open to cross-country travel for all motor vehicles within defined boundaries and according to the seasons of use shown on the Motor Vehicle Use Maps.

Based on the criteria identified in Chapter 2 of the FEIS, and additional consideration of active material sources and past uses, approximately 155 acres of existing mineral material sources (29 rock/cinder pits) for the Deschutes National Forest, 78 acres for the Ochoco National Forest (14 rock/cinder pits), and 61 acres on the Crooked River National Grassland (2 rock/cinder pits) will remain open to cross-country travel by all vehicles under the conditions identified on the Motor Vehicle Use Maps. These areas will continue to be monitored and treated as identified for any existing or newly identified invasive plants.

Alternative 3, Modified, includes the following **modifications to Proposed Actions Common to Alternatives 2 and 3** described in the Final Environmental Impact Statement:

- The number of mineral material sources (rock/cinder pits) that will be designated as open to motorized cross-country travel will be reduced by 7 from the total number identified in the Final Environmental Impact Statement, primarily on the Ochoco National Forest.
 - On the Ochoco National Forest, 6 rock/cinder pits will be withdrawn from the proposed designation. These are all active mineral material sources with good reserves that are free of invasive plant populations. These are the Chipmunk (14.42 acres), Highland (8.1 acres), McGinnis (2.93 acres), North Fork (15.33 acres), Thunder Rock - (2.04 acres), and Whiskey (8.3 acres) pits, all on the Lookout Mountain Ranger District.
 - On the Deschutes National Forest, one mineral material source on the Deschutes, the North Sisters pit, was dropped because of past uses adjacent to this pit for landfill by the City of Sisters.
- The rock and cinder pits with open water, either perennial or seasonal, will have the open water excluded from the area designated as open to cross-country travel. None of these areas have surface water connections into or through them. These include:
 - Sprague (Sisters RD), Walton Lake (Lookout Mountain RD) and Thornton (Paulina RD), which each have perennial ponds of exposed groundwater that are stocked with fish by ODF&W.
 - Whychus (Sisters RD) and West Brown's (Bend/Ft Rock RD) which have seasonal ponds of exposed groundwater

Appendix 2 of the ROD includes the final list of rock/cinder pits that are designated as open to cross-country travel in Alternative 3, Modified.

Motorized Access for Dispersed Camping

Alternative 3, Modified, will allow motorized access for the purpose of dispersed camping only to designated, defined or existing campsites, no closer than 30 feet to a stream, wetland, or water body within 300 feet of roads shown as open to motorized access for dispersed camping on the Motor Vehicle Use Map. Motorized access for dispersed camping is limited to the class of vehicle (highway

legal or non-highway legal as defined by the State of Oregon) and season of use allowed on the open designated road from which the motorized access is allowed as shown on the Motor Vehicle Use Map.

Alternative 3, Modified and adjusted for corrections to the roads database on the May 2010 Motor Vehicle Use Map, will result in approximately 416,580 acres on the Deschutes and approximately 124,327 acres on the Ochoco National Forest where motorized access for dispersed camping will be allowed only to existing, designated or defined sites. This includes about 247 acres of Inventoried Roadless Areas on the Deschutes National Forest out of a total of 137,000 acres of Inventoried Roadless Areas; and about 1,853 acres on the Ochoco National Forest, out of a total of about 53,000 acres of Inventoried Roadless Areas. The Deschutes – Steelhead Canyon (1,296 acres) Inventoried Roadless Area on the Crooked River National Grassland includes the most area available for motorized access for dispersed camping within an Inventoried Roadless Areas, which reflects the more than 20 miles of road that are within that Inventoried Roadless Areas. In all Inventoried Roadless Areas motorized access for dispersed camping will be allowed only to existing, designated, or defined sites. **Alternative 3, Modified combines the conditions for motorized access for dispersed camping within Inventoried Roadless Areas of Alternative 2 with Alternative 3.**

Alternative 3, Modified, will prohibit motorized access for dispersed camping along some roads that allowed motorized access for dispersed camping in Alternative 3 in the DEIS/FEIS.

This results in a total reduction of about 37 miles of roads and 1760 acres that will not be available for motorized access for dispersed camping to existing, designated, or defined sites when compared with Alternative 3 in the FEIS. The roads withdrawn from motorized access for dispersed camping in Alternative 3, Modified, are illustrated in Figure 2, and the rationale for their withdrawal are described below.

- Approximately 17 miles of State Highway 20 crosses the Sisters Ranger District. This is a high speed, high use highway. The Forest Service supports the Oregon Department of Transportation's desire not to encourage motorized access off of that highway except on designated roads. This will result in a reduction of approximately 1245 acres open to motorized access for dispersed camping compared to Alternative 3 in the FEIS.
- Approximately 13 miles of roads within the Flank Zone of the Newberry National Volcanic Monument (NNVM) that was inadvertently included in Alternatives 2 and 3 of the DEIS/FEIS. The NNVM Comprehensive Management Plan does not allow for motorized access off of designated roads for the purpose of dispersed camping in this Zone. This withdrawal will result in a reduction of approximately 926 acres open to motorized access for dispersed camping when compared to Alternative 3 in the FEIS.
- Approximately 7 miles of roads on the Crescent Ranger District. Motorized access for dispersed camping was prohibited along these roads because there are no known dispersed sites and there are known sensitive plant populations. This will result in a reduction of approximately 588 acres open to motorized access for dispersed camping when compared to Alternative 3 in the FEIS.

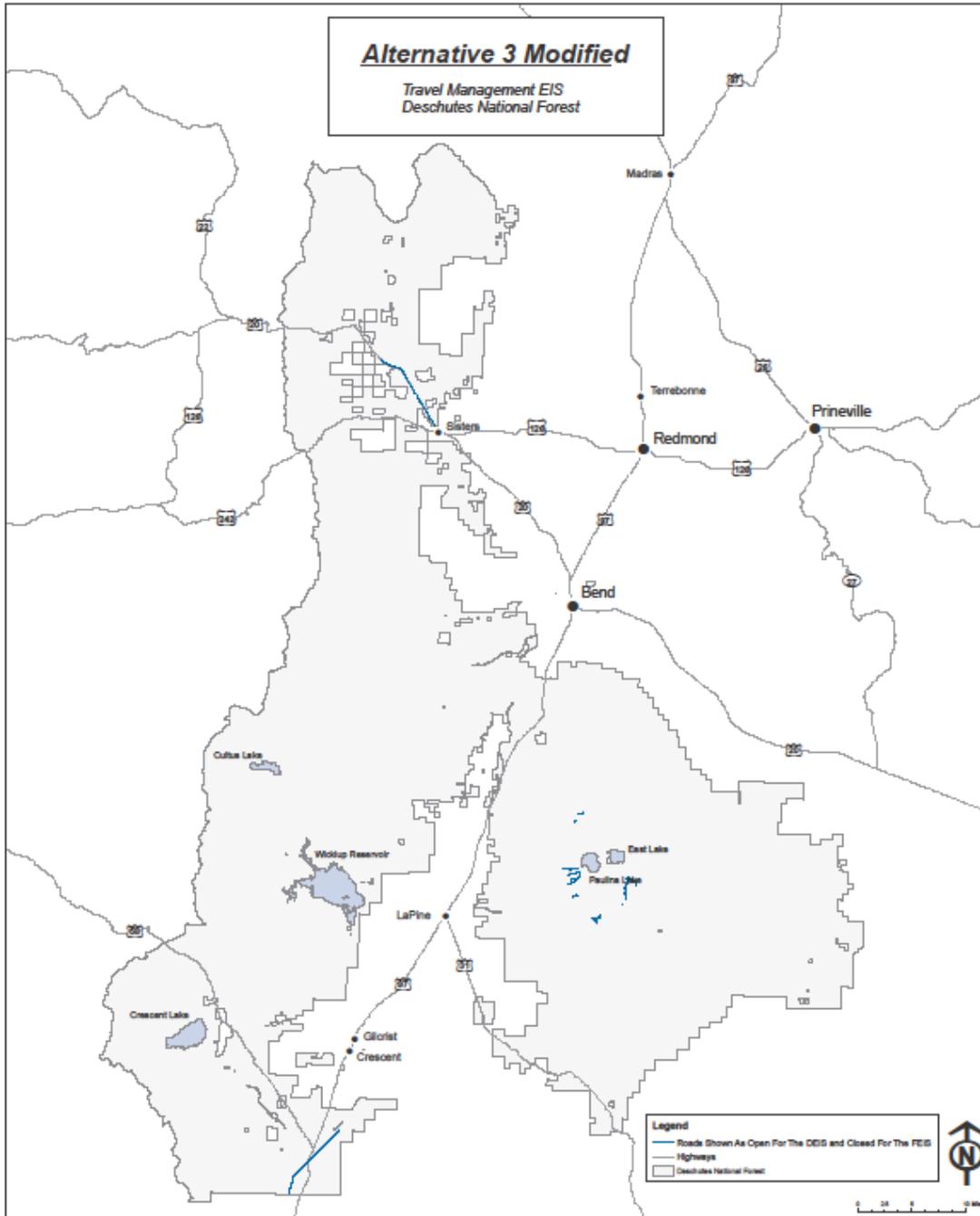


Figure 2. Alternative 3 Modified – Roads Prohibited From Motorized Access for Dispersed Camping

Comparison of the Alternatives

Table 1 and Table 2 compare the differences in amount of area that is open to motorized cross-country travel and motorized access for dispersed camping between the Alternatives considered in the FEIS and Alternative 3, Modified.

Table 1. Acres of cross-country travel (% of total forest acres)

	Alternative 1		Alternative 2 and 3		Alternative 3 Modified	
	Deschutes	Ochoco	Deschutes	Ochoco	Deschutes	Ochoco
Open Year-Round	543,136 (34%)	189,369 (26%)	1,070 (<1%)	76 (<1%)	1,065 (<1%)	25 (<1%)
Open Seasonally	82,294 (5%)	242,415 (33%)	5 (<1%)	135 (<1%)	5 (<1%)	135 (<1%)
Closed	987,507 (61%)	292,071 (41%)	1,611,862 (~99%)	723,644 (~99%)	1,611,862 (~99%)	723,644 (~99%)

a - Includes areas currently closed to cross-country travel.

Table 2. Acres of motorized access for dispersed camping (% of total forest acres)

	Alternative 1		Alternative 2		Alternative 3		Alternative 3 Modified	
	Deschutes	Ochoco	Deschutes	Ochoco	Deschutes	Ochoco	Deschutes	Ochoco
Year-round								
Open	962,717 (60%)	246,712 (34%)	306,875 (19%)	53,056 (7%)	0	0	0	0
Open to Designated Sites Only	11,850 (<1%)	0	Same as alternative 1					
Open with Special Provisions-Riparian	N/A ^c	N/A ^c	18,435 (1%)	29,083 (4%)	18,225 (1%)	29,008 (4%)	359,464 ^d (22%)	91,038 ^d (13%)
Open with Special Provisions Non-Riparian	N/A ^c	N/A ^c	22,304 (1%)	8,899 (1%)	329,142 (20%)	61,634 (9%)		
Closed	446,902 (28%)	221,619 (31%)	1,196,357 ^a (74%)	599,528 ^b (83%)	1,196,604 (74%)	601,381 (83%)	1,196,357 ^a (74%)	599,528 ^b (83%)
Seasonally								
Open	191,468 (12%)	255,524 (35%)	46,811 (3%)	16,677 (2%)	0	0	57,116 ^d (4%)	33,289 (4%)
Open with Special Provisions-Riparian	N/A ^c	N/A ^c	1,363 (<1%)	10,186 (1%)	1,363 (<1%)	9,747 (1%)		
Open with Special Provisions Non-Riparian	N/A ^c	N/A ^c	8,942 (<1%)	6,426 (~1%)	55,753 (3%)	22,085 (3%)		
Total	1,612,937	723,855	1,612,937	723,855	1,612,937	723,855	1,612,937	723,855

a - Includes approximately 401,635 acres that would remain unchanged as closed to motorized access for dispersed camping, this includes 198,908 acres closed to all motorized access and 202,727 acres currently closed to motorized access for dispersed camping

b - Includes approximately 183,694 acres that would remain unchanged as closed to motorized access for dispersed camping, this includes 74,465 acres closed to all motorized access and 109,229 acres currently closed to motorized access for dispersed camping

c – Under existing conditions there is no Special Provisions Riparian or Non-Riparian, therefore these categories are non-applicable

d – Under Alternative 3, Modified, all motorized access for dispersed camping is subject to the Special Provisions, regardless of location, which limits motorized access to designated, defined or existing dispersed sites, no closer than 30 feet to a stream, wetland, or water body.

Motorized Mixed Use

Alternative 3, Modified, will change some National Forest road designations from allowing motorized mixed use (use of a road by both highway and non-highway legal vehicles) that is currently allowed according to the State of Oregon regulations, to use by highway-legal vehicles only. Figure 2 and Figure 3 are maps that illustrate the location of the roads that are changing for the Deschutes and Ochoco National Forests. Table 3 and Table 4 are a listing of the roads that will change to highway legal vehicle only roads on the Deschutes and Ochoco National Forests, respectively.

In order to allow for continued motorized mixed use, some roads will require maintenance activities that include signing and roadside brushing. The initial cost of implementing these measures is estimated to be about \$41,000 on the Deschutes National Forest and about \$72,000 on the Ochoco National Forest. A list of the roads with required maintenance activities and the estimated initial cost by roadway are included in Table 5 and Table 6 for the Deschutes and Ochoco National Forests respectively. **This is a modification to Alternative 3 in the FEIS in response to public comments.**

Roads Changed to Highway Legal Vehicles Only

Deschutes National Forest

On the Deschutes National Forest, a total of approximately 137 miles of National Forest roads will have the type of vehicle designation changed to allow highway-legal vehicles only roads that currently allow for motorized mixed use under state regulation. **This is a modification to Alternative 3 in the FEIS of approximately 44 miles of roads on the Deschutes National Forest that will continue to allow motorized mixed use in response to public comment.**

Ochoco National Forest

On the Ochoco National Forest, approximately 125 miles will be changed to highway-legal vehicles only from roads that currently allow for motorized mixed use under state regulation. **This is the same as Alternative 3.**

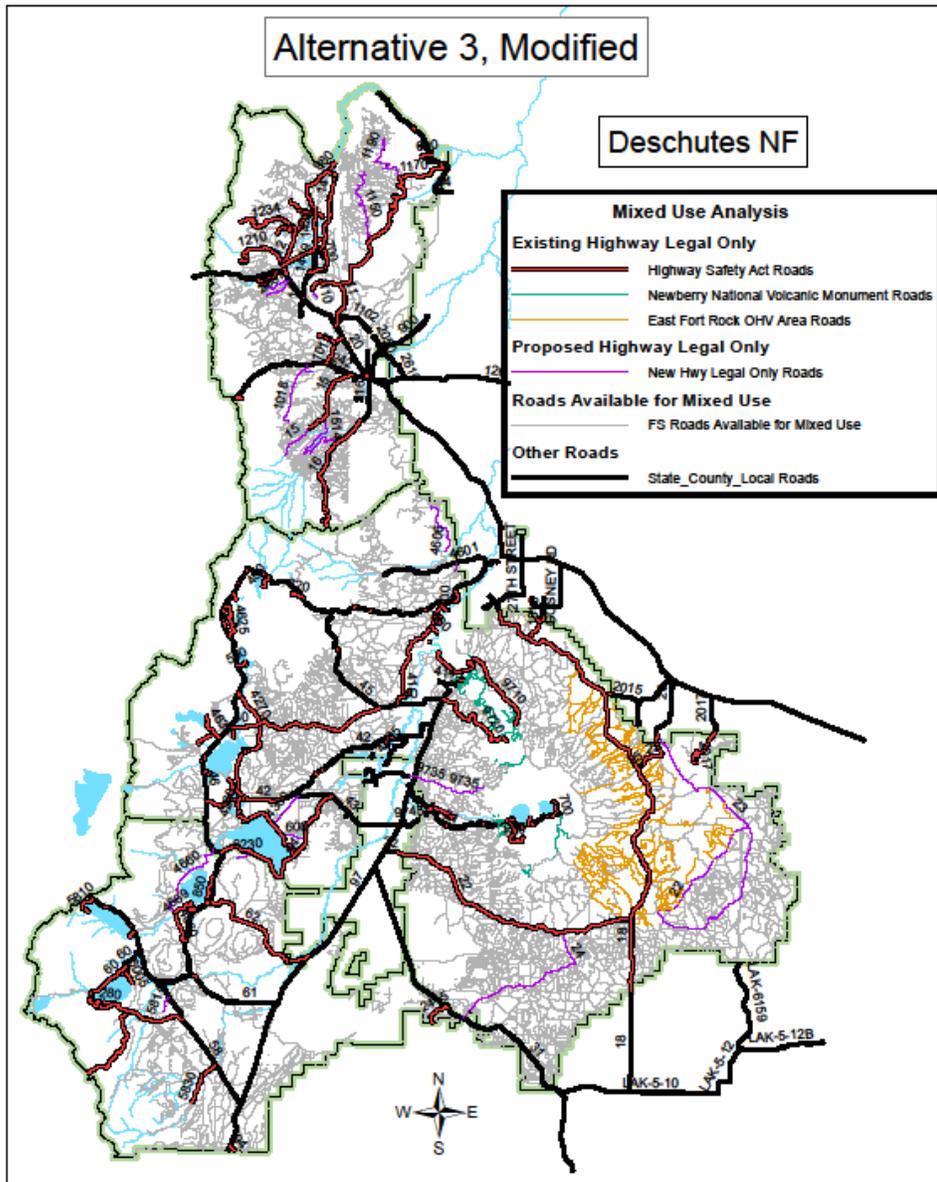


Figure 2. Deschutes National Forest Motorized Mixed Use Map

Alternative 2, 3, and 3 Modified

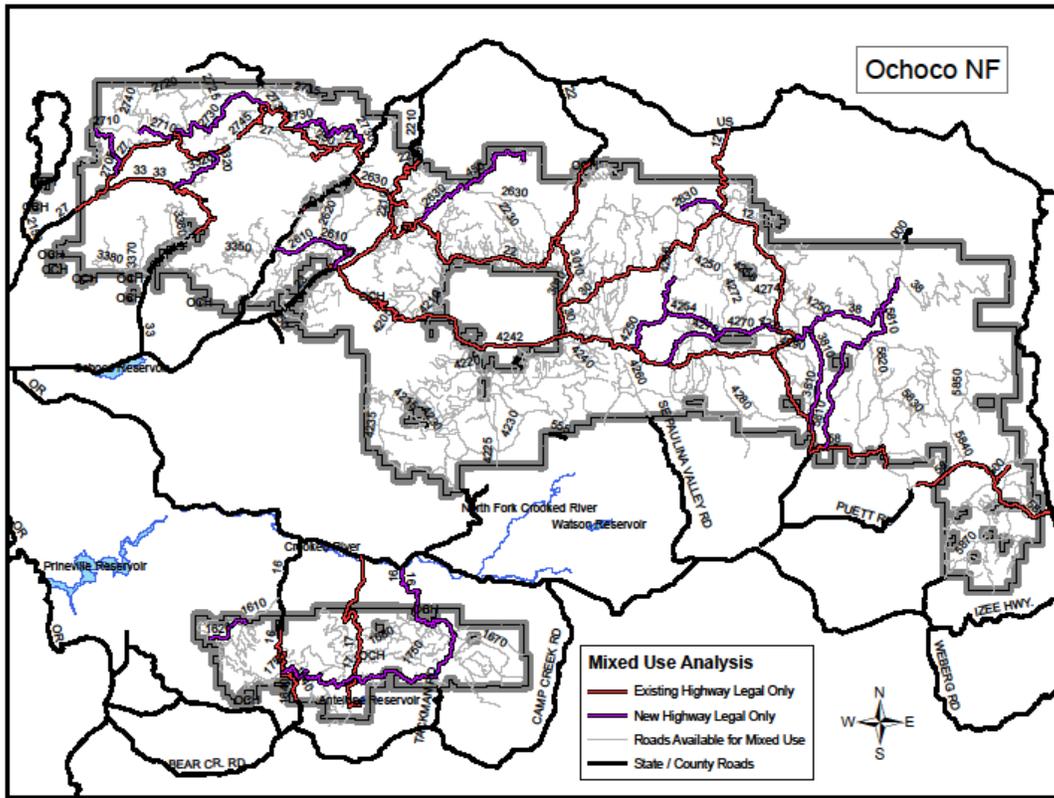


Figure 3. Ochoco National Forest Motorized Mixed Use Map

Table 3. Deschutes National Forest Roads Changed to Highway Legal Vehicle Use Only

Forest Road	Beginning at Mile	Ending at Mile	Total Miles
1018000	0.00	6.35	6.35
1110000	4.10	5.25	1.15
1150000	0.00	9.30	9.30
1190000	0.00	7.90	7.90
1500000	7.20	10.80	3.60
1510000	2.46	3.30	0.84
1514000	0.00	9.57	9.57
2066000	0.00	2.60	2.60
2067000	0.00	2.60	2.60
2200000	29.00	41.20	12.20
2300000	6.87	35.37	28.50
2400000	0.00	15.82	15.82
4260600	0.00	2.16	2.16
4280000	0.00	3.80	3.80
4380000	0.00	3.54	3.54
4604000	0.00	0.60	0.60
4606000	3.74	9.80	6.06
4660000	0.00	8.53	8.53
5814000	0.00	1.65	1.65
6230000	7.70	10.00	2.30
9735000	0.00	7.50	7.50
Total Miles			136.57

Table 4. Ochoco National Forest Roads Changed to Highway Legal Vehicle Use Only

Forest Road	Beginning at Mile	Ending at Mile	Total Miles
1600000	11.10	36.70	25.60
1620000	0.00	3.20	3.20
2200150	0.00	0.78	0.78
2610000	0.00	7.90	7.90
2630000	6.70	10.30	3.60
2630000	30.60	33.70	3.10
2630450	0.00	6.50	4.50
2705000	0.00	4.70	4.70
2710000	0.00	2.70	2.70
2730000	0.00	9.04	9.04
2730000	13.64	21.94	8.30
3320000	0.00	5.09	5.09
3800000	2.97	10.48	7.51
3810000	0.00	6.80	6.80
4250000	0.00	7.00	7.00

Forest Road	Beginning at Mile	Ending at Mile	Total Miles
4254000	0.00	4.30	4.30
4270000	0.00	8.90	8.90
5810000	0.00	11.90	11.90
Total Miles		124.92	

Required Maintenance Activities

Roads on the Deschutes and Ochoco National Forests that will require signing or brushing as a condition of allowing motorized mixed use on them are included in Table 5 and Table 6 along with an initial cost estimate of those activities.

Table 5. Required Road Maintenance Activities for Motorized Mixed Use - Deschutes National Forest

Road	Beginning at Mile	Ending at Mile	Length	Road Maintenance Activity	Est. Cost
1140000	0.00	10.59	10.59	Sign for mixed use, (MP 0.0 to MP 3.0)	\$500
1154000	0.00	0.70	0.70	Brush roadsides, sign for mixed use	\$500
1230000	1.70	8.40	6.70	Sign for mixed use	\$1,000
1620000	0.00	5.80	5.80	Spot brush, sign for mixed use	\$3,400
1810000	0.00	10.93	10.93	Sign for mixed use	\$2,000
2061000	0.00	4.70	4.70	Spot brush, sign for mixed use	\$5,200
2068000	0.00	4.00	4.00	Spot brush, sign for mixed use	\$2,500
2100000	18.38	27.60	9.22	Sign for mixed use	\$1,000
2222000	0.00	7.41	7.41	Spot brush	\$3,705
2225000	0.00	15.53	15.53	Spot brush east end	\$1,000
2230000	0.00	10.94	10.94	Spot brush, sign for mixed use	\$5,970
4240000	0.00	5.40	5.40	Spot brush	\$2,700
4525000	0.00	10.80	10.80	Sign for mixed use	\$2,000
5825000	1.72	5.98	4.26	Spot Brush, Sign for mixed use	\$5,260
6125000	0.00	1.14	1.14	Sign for mixed use	\$500
6125000	2.64	6.09	3.45	Sign for mixed use	\$500
9730000	0.00	7.11	7.11	Sign for mixed use	\$1,000
9736000	0.00	4.54	4.54	Sign for mixed use	\$2,500

Table 6. Required Maintenance Activities for Motorized Mixed Use - Ochoco National Forest

Road	Beginning at Mile	Ending at Mile	Total Miles	Maintenance Activity	Estimated Initial Cost
1250000	0.00	3.80	3.80	Brush corners, sign for mixed use	\$4,300
1610000	0.00	6.31	6.31	Brush roadsides, sign for mixed use	\$6,810
1680000	0.00	5.62	5.62	Brush roadsides	\$5,620
2630450	0.00	1.13	1.13	Sign for mixed use	\$500
2725000	0.00	6.50	6.50	Brush roadsides, sign for mixed use	\$7,000
3350000	4.72	10.22	5.50	Sign for mixed use	\$1,500

Road	Beginning at Mile	Ending at Mile	Total Miles	Maintenance Activity	Estimated Initial Cost
3360000	0.00	4.74	4.74	Brush roadsides, sign for mixed use	\$5,240
3370000	0.00	5.20	5.20	Sign for mixed use	\$1,500
3380000	0.00	7.50	7.50	Brush roadsides, sign for mixed use	\$8,000
4210000	0.00	4.30	4.30	Sign for mixed use	\$500
4215000	9.30	13.90	4.60	Sign for mixed use	\$1,000
4256000	0.00	2.30	2.30	Brush roadsides	\$2,300
5820000	0.00	9.00	9.00	Brush corners, sign for mixed use	\$9,500
5830000	0.00	6.60	6.60	Brush corners, sign for mixed use	\$7,100
5850000	0.00	9.00	9.00	Brush corners, sign for mixed use	\$9,500
5870000	0.00	6.60	6.60	Sign for mixed use	\$1,500

Forest Plan Amendments

Alternative 3, Modified will include non-significant amendments to the Ochoco and Crooked River National Grassland Land and Resource Management Plan, Parts 1 and 2, and the Record of Decision. The amendments will eliminate Forest Plan standards and guidelines that are redundant or are in conflict with the regulations established by the Travel Management Rule; and allow conditional motorized access for dispersed camping consistent with the selected alternative.

Alternative 3, Modified, will also include minor changes to the seasons of use – about three days different than current conditions. Appendix 3 of the ROD¹⁷ includes a table of the specific changes to the Ochoco National Forest standards and guidelines. These amendments will have no substantive effect on the Forest Plan projected goals and objectives. **This is the same as Alternative 3 identified in the Final Environmental Impact Statement.**

Forest Orders – Public Motorized Use Restrictions

Some existing Forest Orders that have established permanent or temporary public motorized use restrictions would become redundant after the implementation of the Travel Management Rule. All of these orders prohibit cross-country travel in some specific area. Those Forest Orders that are redundant to the Rule and establish overlapping cross-country closures, or closures that inadvertently blocked motorized access for dispersed camping will be rescinded or modified to eliminate redundant regulation in concert with implementing this decision. **This is the same as Alternative 3 identified in the Final Environmental Impact Statement.**

¹⁷ Excerpted from Appendix C of the FEIS for reader convenience

ROD Appendix 2: List of Material Sources Designated as Open to Cross-Country Travel

Table 7 and Table 8 include a complete listing of the material sources designated as open to cross-country travel in the final selected alternative and on the Motor Vehicle Use Map. The Motor Vehicle Use Map includes information about any regulations about the type of vehicle or season of use.

Table 7. Rock/cinder Pits Open to Cross-Country Travel - Deschutes National Forest

Pit Number	Pit Name	Material Type	District
1006	North Siah Cinder Pit	Cinder	Bend-Ft. Rock
1008	Siah Cinder Pit	Cinder	Bend-Ft. Rock
1040	Sprague Gravel Pit	Gravel	Bend-Ft. Rock
1057	West Browns Creek Gravel Pit	Gravel	Bend-Ft. Rock
1112	East Spillway Borrow Pit	Borrow	Bend-Ft. Rock
2003	Maklaks Cinder Pit	Cinder	Crescent
2004	Black Rock Cinder Pit	Cinder	Crescent
2005	Mabel Butte Cinder Pit	Cinder	Crescent
2008	Muttonchop Cinder Pit No.118	Cinder	Crescent
2011	Junction Rock Quarry	Rock	Crescent
2022	Burlington Pumice Pit	Pumice	Crescent
2023	Northern Pumice Pit	Pumice	Crescent
2026	Paunina Pumice Pit	Pumice	Crescent
2028	Cove Gravel Pit	Gravel	Crescent
2033	Crescent Creek Gravel Pit	Gravel	Crescent
3004	Coyote Butte Cinder Pit	Cinder	Bend-Ft. Rock
3018	Pipeline Cinder Pit	Cinder	Bend-Ft. Rock
3022	Sand Flat Cinder Pit	Cinder	Bend-Ft. Rock
3040	Ground Hog Cinder Pit	Cinder	Bend-Ft. Rock
3041	Sabol Butte Cinder Pit	Cinder	Bend-Ft. Rock
5006	Cache Cinder Pit	Cinder	Sisters
5008	Zimmerman Cinder Pit	Cinder	Sisters
5009	Fourmile Cinder Pit	Cinder	Sisters
5011	Melvin Cinder Pit	Cinder	Sisters
5015	Whychus Creek Gravel Pit	Gravel	Sisters
5016	Pole Creek Cinder Pit	Cinder	Sisters
5019	Garrison Cinder Pit	Cinder	Sisters
5022	McKenzie Gravel Pit	Gravel	Sisters

¹⁸ Muttonchop cinder pit is also included in the Three Trails OHV Motorized Trail system – see Three Trails OHV Project FEIS and ROD

Pit Number	Pit Name	Material Type	District
5045	East Sullivan Rock Quarry	Rock	Sisters

Table 8. Rock/Cinder Pits Open to Cross-Country Travel - Ochoco National Forest

Pit Number	Pit Name	Material Type	District
122009331	AHALT	Basalt	Lookout Mtn
132005111	CRYSTAL	Basalt	Lookout Mtn
132219331	SCOTT'S CAMP	Tuff	Lookout Mtn
132022441	WALTON LAKE	Andesite	Lookout Mtn
132329442	ASPEN	Basalt	Paulina
152533432	BELLWORM	S&G	Paulina
142336412	FLOW TOP	Basalt	Paulina
142336442	GRASSHOPPER	Basalt	Paulina
142336142	JUNIPER	Basalt	Paulina
142414232	PODO MEADOW	Basalt	Paulina
132314442	REMINGTON	Basalt	Paulina
142432112	SIX CORNERS	Basalt	Paulina
142408322	THORNTON	Basalt	Paulina
181906233	SHERWOOD SADDLE	Basalt	Lookout Mtn
111336415	METOLIUS	S&G	Crooked River NG
111213235	ROUND BUTTE	Cinder	Crooked River NG

ROD Appendix 3: Amendments to the Ochoco National Forest & Crooked River National Grassland Land and Resource Management Plan and Records of Decision

Table 9 is excerpted from the FEIS Appendix C13 and includes a summary of the current Forest Plan management direction for motorized access for the Ochoco and Crooked River National Grassland and the changes that will result from the amendments of the Travel Management FEIS and ROD.

Table 9. Forest Plan Amendments

Ochoco National Forest And Crooked River National Grassland Land and Resource Management Plan Amendments				
Land and Resource Management Plan or Record of Decision Reference	Existing Language	Page Reference	Change to Existing Language	Reason for Change
Dispersed Recreation Management Areas (MA-F14)	"limits use of motorized vehicles in dispersed campsites to entry and exit of the campsite"	Trail System & Off-Highway Vehicle Management and Development ROD Pg 2	Delete Standard & Guideline	Replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ¹⁹
Dispersed Recreation Management Areas (MA-F14)	Use of motorized vehicles, including OHV's, will be limited to entry and exit on designated routes	Trail System & Off-Highway Vehicle Management and Development ROD Pg 4 &7	Delete Standard & Guideline	
General Forest Management Area (MA-F22)	Allow off-designated route motorized travel General Forest... would remain open to motorized access off designated routes	Trail System & Off-Highway Vehicle Management and Development ROD Pg 2 Pg 4	Delete Standard & Guideline	

¹⁹ Alternative 3, Modified and 36 CFR 261.13 prohibits all motorized use (over snow vehicles excepted) outside of designated routes and areas as shown on the Motor Vehicle Use Map. The Motor Vehicle Use Map establishes class of vehicle and season of use allowed on each open designated route or area and conditions for motorized access for dispersed camping.

Ochoco National Forest And Crooked River National Grassland Land and Resource Management Plan Amendments				
Land and Resource Management Plan or Record of Decision Reference	Existing Language	Page Reference	Change to Existing Language	Reason for Change
General Forest Management Area (MA-F22)	Motorized use encouraged on designated routes and areas and restricted to designated routes only in riparian areas. Motorized use restricted to designated routes on sensitive soils including highly erodible slopes over 30% during wet weather from Dec 1 to May 1. Motorized use on scablands restricted to designated routes and existing two-track non-system roads.	Trail System & Off-Highway Vehicle Management and Development ROD Pg 4 & 7	Delete Standard & Guideline	
Bandit Springs Management Area (MA-F16)	Motorized use, including OHVs restricted to designated routes year round.	Trail System & Off-Highway Vehicle Management and Development ROD -Pg 2,4,7	Delete Standard & Guideline	
Bandit Springs Management Area (MA-F16)	No motorized use of roads or trails from December 1 to March 30, except for Forest Road 27.	LRMP Part 1, 4-189	Motorized use on designated routes allowed seasonally from March 31 to November 30	Change from restricted use to allowed use
Ma-F5, Research natural Areas	No motorized use of roads or trails except for research purposes	LRMP ROD-26 LMRP Part 1, 4-189-190, 4-230	No Change	Travel Management FEIS and ROD does not change conditions of use for designated roads or trails
MA-F6, Old Growth; MA-F11, Lookout Mountain Recreation Area , Prescription Area B	Motorized Use Restricted to Designated Routes Except Snowmobiles Over Snow(Dec1 –May1) No OHV use of trails	LRMP ROD-26 LMRP Part 1, 4-189, 4-232, 4-234	Snowmobiles over Snow allowed (Dec 1 – May 1) No OHV use of trails	Non-winter motorized use language replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²⁰
MA-F7, Summit Historic Trail	Motorized Use Restricted to Designated Routes Except Snowmobiles Over Snow	LRMP ROD-26 LMRP Part 1, 4-235	Delete Standard and Guideline	

²⁰ *Ibid.*

Ochoco National Forest And Crooked River National Grassland Land and Resource Management Plan Amendments				
Land and Resource Management Plan or Record of Decision Reference	Existing Language	Page Reference	Change to Existing Language	Reason for Change
MA-F8, Rock/Cottonwood Creek Roadless Area; MA –F9, Rock Cottonwood Unroaded Helicopter Area; MA-F11, Lookout Recreation Area Mountain (Rx A)	All Motorized Use Prohibited Except Snowmobiles Over Snow(Dec1 –May1)	LMRP ROD-26 LMRP Part 1 4-189, 4-231,4-234	No Change	Travel Management FEIS and ROD does not change areas currently closed to motorized vehicles
MA- F12, Eagle Roosting Areas	Motorized Use Restricted to Designated Routes. Close to camping from 12/1 -4/1 except within 300 feet of designated roads	LMRP ROD-26 LMRP Part 1 4-232, 4-186	Delete Standard & Guideline	Replaced by Travel Management Record of Decision and Regulation 36 CFR 261.13 ²¹
MA- F12, Eagle Roosting Areas	Motorized use of trails is prohibited from Dec. 1 to May 1.	LMRP ROD-26 LMRP Part 1 4-189, 4-234	Motorized use of designated trails is seasonally allowed from May 2 to November 30	Change from restricted use period to allowed use period
MA-F13, Developed Recreation	Motorized Use restricted to designated routes. Off-road use prohibited	LMRP ROD-26 LMRP Part 1 4-190, 4-232, 4-233-234	Delete Standard & Guideline	Replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²²
MA- F15, Riparian	All Motorized Use Restricted to Designated Routes	LMRP ROD-26; LMRP Part 1 4-190, 4-232, 4-234,235	Delete Standard & Guideline	
MA- F17, Steins Pillar	Motorized Use Restricted to Designated Routes. Motorized Use Prohibited on trails. Except Over Snow on Designated Routes	LMRP ROD-26 LMRP Part 1 4-188, 4-231,4-235	Over snow use is allowed only on designated routes	

²¹ *Ibid.*²² *Ibid.*

Ochoco National Forest And Crooked River National Grassland Land and Resource Management Plan Amendments				
Land and Resource Management Plan or Record of Decision Reference	Existing Language	Page Reference	Change to Existing Language	Reason for Change
MA-F20, Winter Range, MA-F21, General Forest Winter Range	Motorized Use Restricted to Designated Routes from December 1 to May 1. Except Over Snow prohibited from 12/1 – 5/1. Close area to camping from December 1 to May 1 except within 300 ft of designated access roads	LMRP ROD-26 LMRP Part 1 4-189, 4-232, 4-234	Non-winter motorized use of designated routes and dispersed camping is seasonally allowed from May 2 to November 30. Over snow motorized use is prohibited from 12/1 – 5/1.	Non-winter motorized use language replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²³
MA-F18, Hammer Creek Wildlife/Recreation Area	Motorized Use Restricted to Designated Routes. No motorized trail use. Except Over Snow prohibited from 12/1 – 5/1. Close area to camping from December 1 to May 1 except within 300 ft of designated access roads	LRMP Parts 1, 4-188-189, 4-232, 4-234	Over snow motorized use is prohibited from 12/1 – 5/1 and dispersed camping is seasonally allowed from May 2 to November 30.	
MA –F19, Deep Creek Recreation Area	Motorized Use Restricted to Designated Routes Except Snowmobiles	LMRP ROD-26 LMRP Part 1 4-190, 4-231-232, 4-235	Over snow use by Snowmobiles are not restricted to designated routes	
MA- F23, North Fork Crooked River Recreation Corridor	All Motorized Use Restricted to Designated Routes	LMRP ROD-26 LMRP Part 1 4-190, 4-231-232	Delete Standard & Guideline	Replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²⁴
MA- F24, North Fork Crooked River Scenic Corridor	All Motorized Use Restricted to Designated Routes. No motorized use of trails.	LMRP ROD-26 LMRP Part 1 4-188-189, 4-231-232	Delete Standard & Guideline	
MA- F25 U.S. Highway 26 Visual Corridors & MA-F26, Visual Management Corridors	Motorized Use Restricted to Designated Routes Except Over Snow on Designated Routes	LMRP ROD-26 LMRP Part 1 4-190, 4-233, 4-235	Over snow use is allowed only on designated routes	Non-winter motorized use language replaced by Travel Management Record of Decision and Regulation 36 CFR 261.13 ²⁵
MA-F27 Round Mountain National Recreation Trail	Motorized Use Restricted to Designated Routes. No motorized use of trails, except snowmobiles on designated routes	LMRP ROD-26 LMRP Part 1 4-189, 4-232, 4-234	Snowmobiles allowed over snow on designated routes	

²³ *Ibid.*²⁴ *Ibid.*²⁵ *Ibid.*

Ochoco National Forest And Crooked River National Grassland Land and Resource Management Plan Amendments				
Land and Resource Management Plan or Record of Decision Reference	Existing Language	Page Reference	Change to Existing Language	Reason for Change
MA-F28, Facilities	Motorized Use Restricted to Designated Routes.	LMRP ROD-26 LMRP Part 1 4-231,4-235	Delete Standard & Guideline	Replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²⁶
MA-G1, Antelope Winter range; MA-G 2, Metolius Deer Winter Range MA-G11, Haystack Reservoir; MA-G 13, Lake Billy Chinook View	Motorized Use Restricted to Designated Routes. No OHV Use from Nov. 15 – March 31.	Trail System & Off-Highway Vehicle Management and Development ROD Pg4/ LMRP ROD-27 LRMP Part 2 4-102	OHV use allowed seasonally from April 1 – Nov. 14	Language replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²⁷ Seasonal use period changed from restricted to allowed use period
MA-G 3, General Forage; MA-G14, Dispersed Recreation	Motorized Use Restricted to Designated Routes. Allow No Cross Country Travel, including snowmobiles	Trails ROD-4/LRMP ROD-27 LMRP Part 2 4-101-102	Snowmobiles allowed over snow on designated routes	Non-winter language replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²⁸
MA- G4, Research Natural Areas, MA- G5, Juniper Old Growth, MA- G6, Crooked River, MA-G7, Deschutes River;	Motorized Use Restricted to Designated Routes. ORVs prohibited year round	Trails ROD-4/LRMP ROD-27 LRMP Part 2 4-101	ORVs prohibited year-round	Restrictions on motorized use other than ORV prohibition replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ²⁹
MA-G8, Whychus Creek (formerly called Squaw Creek)	Motorized Use Restricted to Road 6360 and part of the 6370 road. Close the 6360 road seasonally (Nov. 15 – March 31). ORVs prohibited year round	Trails ROD-4/LRMP ROD-27 LRMP Part 2 4-101, 4-114	Eliminate restriction to designated routes. Retain ORV prohibition. Change closed season of use to open (April 1 to November 14).	
MA- G9, Riparian	All Motorized Use Restricted to Designated Routes	LRMP ROD-27; LRMP Part 2 4-102	Delete Standard & Guideline	Replaced by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ³⁰

²⁶ *Ibid.*²⁷ *Ibid.*²⁸ *Ibid.*²⁹ *Ibid.*³⁰ *Ibid.*

Ochoco National Forest And Crooked River National Grassland Land and Resource Management Plan Amendments				
Land and Resource Management Plan or Record of Decision Reference	Existing Language	Page Reference	Change to Existing Language	Reason for Change
MA-G10, Rimrock Springs Wildlife Area	No motorized use year round	LRMP ROD-27; LRMP Part 2 4-102, 4-114	No Change	Travel Management FEIS and ROD does not change areas currently closed to motorized vehicles
MA-G12, Cove Palisades State Park	State of Oregon retains the authority to regulate access	LRMP Part 2 4-114	No Change	Travel Management FEIS and ROD does not change authorities for regulation of motorized access in this Management Area
MA-G15 Gray Butte Electronic Site	No existing language related to motorized access	No page reference	No Change	Regulation for motorized access now provided by Travel Management FEIS and Record of Decision and Regulation 36 CFR 261.13 ³¹
MA-G16, Utility Corridors	No existing language to motorized access	No page reference	No Change	

³¹ *Ibid.*

ROD Appendix 4: Analysis of Alternative 3 Modifications, New Information and Changed Conditions

Alternative 3 Modifications

The selected Alternative includes changes to the proposed actions that slightly modify the environmental effects predicted in the FEIS for Alternative 3. When compared to Alternative 3 in the FEIS, Alternative 3, Modified:

- Reduces the number of designated areas open to cross-country travel and increases the amount of area closed to cross-country travel
- Reduces the area open to motorized access for dispersed camping along some roads, and adopts the analysis of Alternative 2 for motorized access for dispersed camping along roads in Inventoried Roadless Areas
- Reduces the miles of road that will change from motorized mixed use to highway legal vehicle use only

Generally, these changes resulted in no change or slightly beneficial changes to the physical and biological environment. Cross-country motorized recreation opportunities are reduced and connectivity of the designated road system for non-highway legal vehicle vehicles is improved. A brief description of how these modified conditions affects the analysis of these resources as they were presented in the FEIS is described below.

Resource Evaluation

Recreation

Motorized Cross-Country Travel

Alternative 3, Modified, designates 45 of 531 material source pits across the two Forests as areas open to cross-country travel. Twenty-nine pit areas totaling about 155 acres on the Deschutes NF and sixteen pit areas totaling 140 acres on the Ochoco NF would remain open within the boundaries defined by the excavated source areas. These acres would continue to provide open “play areas” for OHV use, as well as motorized access for a variety of other recreational uses. **Alternative 3, Modified provides similar, although somewhat reduced recreation opportunities compared to those analyzed in the FEIS for both Alternatives 2 and 3.**

All of the pit areas are currently open and receive varied motorized and recreational use. This alternative would close 82 percent of the existing material source pits to motorized access off of designated routes, removing cross country motorized activities on approximately 1,406 acres across the planning area. This would be an additional decrease in areas available for cross-country motorized recreation when compared to the analysis in the FEIS. Rock and cinder pits with open designated roads that are closed to cross-country travel will continue to be available for parking or staging of OHVs as well as other dispersed recreation activities identified in the FEIS, but will not be available as open “play areas” for OHV riding, or for motorized access off of designated roads for any purpose other than dispersed camping.

Ponded water is present within five pits that would remain open [Sprague (Sisters RD), Walton Lake (Lookout Mountain RD), Thornton (Paulina RD), Whychus (Sisters RD) and West Brown's (Bend/Ft Rock RD)], three of which ODFW manages as "put and take" fisheries. Motorized access will continue to be provided all motor vehicles to fishing, water-based or other recreational opportunities at these locations. However, exclusion of the ponded area from motorized use will not allow opportunities for motorized recreation within the ponds themselves. Exclusion of these areas will reduce the potential for conflicts between motorized and non-motorized users of the ponds, such as anglers or swimmers, and will not affect water quality for those activities. There will be no change to current recreation opportunities within any of the pit areas that support non-motorized activities such as fishing or swimming opportunities, although motorized access to these areas will be slightly more limited.

Motorized Access for Dispersed Camping

The Recreation analysis for Alternative 3 in Chapter 3 of the FEIS describes the effects to motorized access for dispersed camping of limiting motorized access for dispersed camping only to existing, designate, or defined sites throughout the planning area. Alternative 2 describes the effects of motorized access for dispersed camping in Inventoried Roadless Areas. Adding the Inventoried Roadless Area conditions for motorized access for dispersed camping identified in Alternative 2 to **Alternative 3, Modified will slightly increase the area available for motorized access for dispersed camping in generally more primitive settings in sites that have been established by past use when compared to the analysis of Alternative 3 in the FEIS.**

Motorized Mixed Use Roads

A modified Alternative 3 would allow motorized travel for highway-legal vehicles only on approximately 137 miles of road where motorized mixed use is currently allowed under state regulation on the Deschutes National Forest (roughly 1.3% of the total miles of roads open to mixed use) and approximately 125 miles on the Ochoco National Forest (roughly 3% of the total miles of roads open to mixed use). This is a reduction of 44 miles from the FEIS on the Deschutes and no change from the FEIS in the roads that currently allow motorized mixed use on the Ochoco and Crooked River National Grassland. **Alternative 3, Modified would reduce the potential for adverse effects to motorized access for users of non-highway legal vehicles on forest roads on the Deschutes National Forest when compared to the Alternatives considered in detail in the FEIS.** Selection of the modified Alternative 3 will increase the miles of motorized access for non-highway legal OHV's (including ATV's, motorcycles, and 4WD jeep type vehicles) and decrease the amount of fragmentation and loss of connectivity between road systems open to motorized mixed use when compared to Alternatives 2 and 3 in the FEIS.

Connectivity for Non-Highway Legal Vehicles

State law and complimentary forest policies allow for the use of non-highway legal motorized vehicles on some National Forest system roads (Maintenance Level II). As noted in the Recreation section of Chapter 3, although the roads that allow motorized mixed use were not developed for recreational access, this has become popular use of many of the lower maintenance-level forest roads.

As noted in the FEIS, and above, there is a direct effect from changes to motorized mixed use on roads to non-highway legal vehicle users on the specific roads or road segments that change from allowing to not allowing that use. There is also an indirect effect to motorized users related ability to

access other roads that do allow for motorized mixed use without the need to trailer their non-highway legal vehicle. Thus, the primary impact of reducing “connectivity” for non-highway legal vehicles between otherwise connected road systems, or to individual spurs is that users will have to trailer and haul their non-highway legal vehicle between systems, or to individual spur roads. Except for the direct effect of reduced use on the miles of roads that are changed, non-highway legal vehicle users can still drive within systems that create loops, or drive on any open designated road that allows motorized mixed use. As noted in the FEIS, the need for users to trailer OHVs between the affected systems or to individual spurs is an unavoidable indirect effect of this decision (Chapter 3, Recreation). However, nothing in this decision precludes future opportunities for establishing non-highway legal vehicle links between open road systems.

The FEIS acknowledges that currently, and under all of the alternatives considered in detail, there is not always contiguous access for non-highway legal vehicles on low-maintenance level roads across National Forest system roads. The two Forests and Grassland are transected by roads designed primarily to connect higher speed systems such as state and county arterial or local private road networks. The FEIS recognizes that Alternatives 2 and 3 would further reduce connectivity in some areas as a consequence of the need to meet safety requirements (Chapter 3, Recreation).

Alternative 3, Modified will mitigate effects to connectivity more than the proposed actions considered in the FEIS because of the added maintenance requirements on some road segments that will provide suitable road and use conditions to continue to allow motorized mixed use. **Selection of this alternative will slightly reduce the adverse impacts to non-highway legal motorized vehicle users from the changes to roads that allow motorize mixed use (highway legal and non-highway legal vehicles) when compared with the FEIS.** The Ochoco National Forest has the highest amount of miles of road that will have a moderate-high effect on connectivity, when compared to the Deschutes. However, for both forests non-highway legal vehicle users may have to increase the amount of trailer hauling of their non-highway legal vehicles compared to the current condition.

In response to comments received on the DEIS an analysis of the effects of the changes in “connectivity” of the motorized mixed use road system from Alternative 3, Modified was completed. The analysis examined the total miles of roads changing from motorized mixed use to highway legal vehicle only. The results are summarized below.

The road segments that were changed in Alternative 3, Modified, from motorized mixed use to highway legal vehicles only were each given a relative rating of the effect of the change ranging from low to high. The rating considered the effects of the change to the connectivity to other systems of interconnected roads and/or whether the road segment that was changing provided access to isolated “spur” roads that did not connect to any other road open road system.

Relative ratings (low – high) were defined by the reduction in contiguous motorized access for non-highway legal vehicles to spurs and/or loop opportunities off of each road segment proposed for change. A rating of none or low effect was assigned if effects of the change were primarily confined to the direct effects of the use of the road segment itself. For example, if a road segment accessed few if any other roads; or if the changed segment did not substantially interfere with connections to other road systems that allowed motorized mixed use because the road segment could be crossed (rather than driven on) and/or other road systems provided alternate loop opportunities. A rating of moderate to high effect was assigned if the road segments that changed to highway legal vehicles only did not have crossing opportunities to connect road systems on either side of the road; and/or there would be a not be direct access to many loop opportunities because the road itself could no

longer be used by non-highway legal vehicles. Table 10 summarizes these metrics for the planning area.

Table 10. Modified Alternative 3 – Summary of Effects to Connectivity for Non-Highway Legal Vehicles

Forest	Total Miles	Effect on Connectivity to other Systems Rating	Miles of Road	Spur Road Accessed	Cumulative Miles of Spur Roads
Deschutes	137	None - Low	69	76 total spurs = 47 <1/4 mi; 26 < 1 mi; 3 > 1 mi.	28
		Moderate-High	68		
Ochoco	126	None-Low	49	78 total spurs = 33 < ¼ mi; 24 < 1 mi; 21 > 1 mi	58
		Moderate-High	77		

The analysis indicated that out of the total miles of road changed from motorized mixed use to highway legal only, there would be approximately 137 miles of roads on the Deschutes National Forest that would affect non-highway legal access between otherwise interconnected road systems and/or isolated spur roads. As illustrated in Table 10, about half of the impact will be primarily on access to isolated spur roads, and about half will affect access between otherwise previously interconnected systems. There will be about 28 total miles of interconnected access to spur roads that will be affected, mostly routes less than ¼ mile in length.

On the Ochoco National Forest, there is a total of about 126 miles of road changed from motorized mixed use to highway legal vehicle only that would affect non-highway legal vehicle access between otherwise interconnected road systems and/or isolated spur roads. Table 7 illustrates, most of these changes (62 percent) would have a moderate to high effect on connections for non-highway legal vehicles between otherwise connected open road systems. This higher percentage when compared with the Deschutes is not surprising given the difference in topography and its effect on the connectedness of road systems in general between the two forests. Similarly, there are more total miles of spur roads on the Ochoco (58 miles) where access is affected by the change in vehicle type on a particular road segment that may be the sole access for several spurs. The spurs affected are generally longer, with roughly 27 percent of the spurs being more than one mile long.

As noted in the FEIS, most spur roads less than ¼ mile in length do not, in themselves, provide a high quality motorized recreation experience. However loss of contiguous access to these roads can affect the number of available access points to the forest for other recreational uses (i.e.: dispersed camping, hunting, picnicking, non-commercial gathering of forest products, etc.) that might be accessed by non highway legal vehicles. Thus, changes in motorized mixed use can result in long-term changes in behaviors or access opportunities for non-highway legal vehicle users. These long-term changes could provide benefits to people who prefer recreational experiences that do not include non-highway legal vehicles.

Congressionally Designated Areas

Newberry National Volcanic Monument

The DEIS/FEIS did not correctly identify management direction within the Newberry National Volcanic Monument. Both Alternatives 2 and 3 included conditions for motorized access for

dispersed camping within the Flank Zone that would not be consistent with the Newberry National Volcanic Monument Plan. **Alternative 3, Modified, will eliminate motorized access for dispersed camping within the Flank Zone.**

Scenery

None of the modifications to Alternative 3 would substantially change the effects to Scenery Resources described for Alternative 3 in the FEIS. A reduction in the amount of areas designated as open to cross-country travel will decrease the open areas available for cross country travel that are visible from scenic corridors. The scenic integrity of these material source pit areas is generally already classified as very low and heavily to extremely altered.

Geology and Minerals

Alternative 3, Modified, will reduce the number of mineral material sources that are used for joint recreation and mineral uses, and thus reduce the potential for spread of invasive species that could affect use or costs for use of the mineral material sources. There would be no other change in effects to any of the geologic or mineral resources analyzed in Alternative 3 of the FEIS as a result of selecting a modified Alternative 3.

Wildlife

Alternative 3, Modified will reduce disturbance to wildlife species occupying adjacent habitats when compared to Alternative 3 in the FEIS, by prohibiting cross-country motorized travel to 92 percent (750.5 acres) of the rock and cinder pits across the planning area. Changes to existing levels of disturbance within the areas designated as open to cross-country travel are likely to be negligible since these areas are already open to motorized use. Any increase in the amount or duration of motorized use within the pit areas resulting from this designation is likely to be offset with a reduction of use on the acreage immediately proximate to the pit areas that would be closed to motorized access off designated routes as a result of this decision. Additionally, there would be a reduction of disturbance to wildlife within the 486 pit areas proposed to be closed under this decision that are currently open to motorized use.

Motorized access for dispersed camping in Inventoried Roadless Areas and changes in motorized mixed use on roads included in Alternative 3, Modified will have no additional impacts to wildlife species or habitats when compared to Alternative 3 in the FEIS. The wildlife analysis in the FEIS was based primarily on a disturbance distance from open roads. The disturbance distance included the areas within which motorized access for dispersed camping was allowed. This disturbance factor was not significantly influenced by the changes in conditions of motorized access for dispersed camping between Alternatives 2 and 3. Therefore, the modifications will not result in any meaningful change to the analysis of effects to wildlife described for Alternatives 2 and 3 in the FEIS.

Alternative 3, Modified, will reduce potential disturbance or have no impact to wildlife management indicator species identified in the Deschutes and Ochoco Forest Plans. Reduced disturbance is a beneficial impact for many species. There is no habitat modification occurring with the implementation of this project.

Chapter 3 of the Travel Management FEIS (Wildlife) provided a detailed evaluation of the effects of prohibiting motorized access off of designated roads and trails and modifying the conditions of

motorized access for dispersed camping to a number of wildlife species. This analysis included consideration of forest habitat conditions that contribute to population viability considerations for specific management indicator species.

Those species the FEIS found were not affected by the project are similar in habitat needs and uses to Deschutes National Forest management indicator species that include the Lewis' woodpecker, white-headed woodpecker, northern flicker, Williamson's sapsucker, Cooper's hawk, and red-tailed hawk in the project area. Therefore, the project will not contribute to a negative trend in viability on the Deschutes National Forest for these management indicator species.

Those species for which improved conditions were disclosed in the FEIS are similar in habitat needs and uses to Deschutes National Forest management indicator species that include the bald eagle, peregrine falcon, wolverine, northern goshawk, sharp-shinned hawk, great gray owl, great blue heron, golden eagle, osprey, pileated woodpecker, American marten, elk, mule deer, red-naped sapsucker, hairy woodpecker, downy woodpecker, three-toed woodpecker, waterfowl, and the northern spotted owl in the project area. Therefore, the selected alternative will not contribute to a negative trend in viability on the Deschutes National Forest for these management indicator species.

Those species the FEIS found were not affected are similar in habitat needs and uses to Ochoco National Forest management indicator species that include the Lewis' woodpecker, white-headed woodpecker, northern flicker, Williamson's sapsucker, red-naped sapsucker, hairy woodpecker, downy woodpecker, deer, and elk. The FEIS indicates there will be no affect on the Metolius Deer Winter Range or Big Game Winter Range in the project area. Alternative 3, Modified, would therefore not contribute to a negative trend in viability for these management indicator species.

Similarly, those species the FEIS found to have improved habitat conditions are similar in habitat needs and uses to Ochoco National Forest management indicator species that include the pileated, black-backed, and three-toed woodpecker, deer and elk in the General Forest Winter Range; and golden eagle and prairie falcon in the project area. Therefore, conditions will be improved by Alternative 3, Modified for these species and the selected alternative will not contribute to a negative trend in viability on the Ochoco National Forest for any of these management indicator species.

Fisheries and Hydrology

Alternative 3, Modified will eliminate the potential for inadvertent impacts from motorized use to water bodies within open designated areas, and effects from motorized access for dispersed camping are not changed when compared with Alternative 3 in the FEIS.

Alternative 3, Modified designates 45 out of 531 material sources (8 percent) to remain open to motorized access off of designated routes (cross-country travel) across the two Forest planning area. This results in designating 295.5 acres out of a total of 1,406 acres within pits or less than one tenth of one percent of area outside of wilderness areas across the entire two Forest and Grassland planning area as open to motorized cross-country travel. Some of the pits that will be designated include open water that was not identified in the FEIS. These open water areas have been specifically closed to motorized cross-country travel in Alternative 3, Modified. No pits remaining open have surface water connections into, through or existing them.

Pits designated as open to cross-country travel with open water excluded are:

- Sprague (Sisters RD), Walton Lake (Lookout Mountain RD) and Thornton (Paulina RD) each have perennial ponds of exposed groundwater that are stocked with fish by ODF&W.
- Whychus (Sisters RD) and West Brown's (Bend/Ft Rock RD) have seasonal ponds of exposed groundwater

Specific criteria included in the DEIS/FEIS were used to designate areas as open to cross-country to minimize potential disturbance or adverse impacts to the fisheries resources, water quality, wetlands and riparian areas. Several pits were excluded from consideration in Alternatives 2 and 3 because of these criteria and their relationship to open water. These include:

- On the Ochoco National Forest - 15 pits with perennial groundwater ponds, 3 with seasonal groundwater ponds, and 2 (McGinnis and Sears) with perennial streams adjacent to the pit sources but not connected through the excavated sites.
- On the Deschutes National Forest - 5 pits with perennial groundwater ponds, 12 with seasonal groundwater ponds, and 1 with an intermittent stream flowing into and through the excavated site.

The criterion in the FEIS used to designate the areas open to cross-country travel minimizes impacts to fisheries and water resources. The designated areas include existing rock or cinder pits that are limited to the boundaries of the excavated areas. The reduction in size includes the motor vehicle exclusion from the areas surrounding any open perennial or seasonal water sources. With this exclusion, there will be no effect to the recreation fisheries opportunities in the three pits that ODFW manages as "put and take" fisheries.

There will be no effect to stream and lake habitats for native fisheries or to water resources from the designation of these open areas because none of the pits that will be designated as open to cross-country travel are connected through perennial streams to natural habitats. Any erosion processes that occur will therefore be confined to the pit areas and not be transferred to downstream natural water bodies. Excluding the areas with open water from use by motorized vehicles coupled with the lack of connection through perennial surface water streams to other water bodies makes motorized use of these areas a very low risk to water resources.

The Ochoco National Forest Land and Resource Management Plan and the Crooked River National Grassland Land and Resource Management Plan (LRMP) identified three aquatic management indicator species (MIS), while the Deschutes Forest Plan did not identify any aquatic management indicator species. For the Ochoco National Forest and the Crooked River National Grassland, the three species are rainbow (now called redband³²), brook, and steelhead trout. Brook trout are a non-native trout that was planted for fishing opportunities in the 1920's and 1930's. They are known to exist in only a few streams on the Forest including Allen Creek, Lookout Creek, and Brush Creek. **Alternative 3, Modified will reduce impacts or improve existing conditions for these three aquatic species, as for all other aquatic species (FEIS, Chapter 3, Fisheries), by reducing the acres available to motorized access off of designated routes and for the purpose of motorized access for dispersed camping within proximity of streams, wetlands, and water bodies.**

The largest difference between motorized access under current conditions and the selected alternative is the reduction in acres available to motorized access off designated routes within 100

³² Subsequent to the signing of these Forest Plans, rainbow trout on the east side of Cascade mountain crest in the Columbia basin and elsewhere were described as redband trout by Behnke (1992).

feet of streams, lakes, and water bodies. In all watersheds inhabited by aquatic MIS species, all motorized access off designated trails will be prohibited, thus decreasing the area open to cross-country travel within 100 feet of a stream wetland, or water body from 39,888 acres to zero acres with the implementation of the selected alternative. In addition acres that are open to motorized access for dispersed camping within Aquatic MIS Riparian Habitat Conservation Areas are reduced from approximately 62,000 acres to 20,740 acres, thus significantly reducing the area that could potentially realize adverse impacts from motorized access for dispersed camping. In addition, motorized access for dispersed camping that is allowed within areas adjacent to streams, wetlands, and water bodies is confined to areas that have already been impacted by past activities, thus further reducing the potential for future impacts in these areas.

A Forest-wide analysis of the current viability status of the three aquatic management indicator species indicates that the reduction in area available for motorized access off of designated trails, the reduction in areas available for motorized access for dispersed camping, and the changed conditions for motorized access for dispersed camping will not negatively affect the viability of the three aquatic management indicator species on the Ochoco National Forest or Crooked River National Grassland. A more detailed project-level analysis of specific management indicator fishery species for the Ochoco National Forest and Crooked River National Grassland is included in the Travel Management Project record.

Soils

Alternative 3, Modified reduces the effects of motorized use on the soil resource at a watershed scale when compared with Alternative 3 in the FEIS. This alternative would close 82 percent of the existing material source pits to cross-country travel, removing motorized activities on approximately 1,406 acres across the planning area. These include 35 pits with seasonal or perennial groundwater ponds, two pits with adjacent perennial stream channels, and one pit that contains an intermittent channel. Although the coarse substrates within the closed pits are unlikely to ever support vegetative growth equivalent to their pre-excavation conditions without active restoration, pioneer species are likely to benefit in the short term from the removal of continued motorized traffic and soil conditions are likely to improve slowly over time. In addition, the elimination of cross country travel outside the pit areas reduces the amount of area susceptible to impacts from motorized vehicles and reduces the cumulative area within a respective watershed on which the soil resource would continue to be impacted by motorized activities.

Alternative 3, Modified would reduce effects to soils within pits by reducing the number of pits designated as open to cross-country travel. The soil substrates and current conditions within the boundaries of the pit areas designated as open to motor vehicles minimizes overall effects to soil resources by concentrating cross-country use in areas that are suitable for such use. Although the number of designated pits is reduced when compared to Alternative 3 in the FEIS, the following narrative summarizes the key impacts to the soil resources of designating these areas.

The substrate within the pit areas includes cinders, outwash cobbles, and bed rock exposed by the removal of the soil overburden and/or the excavation of source material. The current substrates are resistant to further degradation due to their coarseness and hardness, both of which resist compaction and displacement from vehicle tires. The exposure of these substrates has lowered the productivity of the sites and continued motorized travel on these substrates is likely to limit but not further degrade vegetative growth. The coarseness of the substrates and physical location of the material sources

designated open to cross-country travel would minimize the risk of erosion and the production of sediment from continued motorized activities.

None of the pits remaining open contain a perennial stream channel and slopes along the edges of the open pits generally feed into a closed basin within the excavated areas. Pondered water is present within five pits that would remain open [Sprague (Sisters RD), Walton Lake (Lookout Mountain RD), Thornton (Paulina RD), Whychus (Sisters RD) and West Brown's (Bend/Ft Rock RD)], but it is the result of exposed groundwater that is not connected to surface channels. The designation of areas open to motorized cross-country travel within these pits excludes the water areas themselves and minimizes the direct impact of vehicle traffic on the soil resource along the edges of these features.

Alternative 3, Modified will not have materially different effects from motorized access for dispersed camping on soil resources when compared with the FEIS for Alternative 3. Effects of Alternative 2 considered and compared the differences between motorized access for dispersed camping under general and special provisions and found there to be less impacts on soils when motorized access for dispersed camping was limited to existing, designated, or defined sites. Alternative 3, Modified, would allow some additional motorized access for dispersed camping in Inventoried Roadless Areas, when compared to Alternative 3 in the FEIS, but only to existing, designated, or defined sites, and is therefore within the range of impacts considered in the FEIS.

Alternative 3, Modified would slightly increase the miles of roads that would remain motorized mixed use when compared with Alternative 3 in the FEIS, but will not be substantively different than the analysis of Alternative 3 in the FEIS. . Alternative 3, Modified would limit motorized travel to highway-legal vehicles only on approximately 137 miles of currently mixed use road on the Deschutes National Forest and approximately 125 miles on the Ochoco National Forest. This is a reduction of 44 miles from the FEIS on the Deschutes and no change from the FEIS in the roads that currently allow motorized mixed use on the Ochoco and Crooked River National Grassland. The change in designation for these roads would have a minimal affect on the soil resource since there would be no change in the area committed to a road bed. Reduced use by Off Highway Vehicles would likely slow the degradation of the road surfaces and indirectly reduce the transport and subsequent deposition of road substrates onto adjacent areas of natural soil.

Native Plants and Plant Habitats, Special Habitats, Sensitive and other Rare and Uncommon Plants and Invasive Plants

Alternative 3, Modified, will have a greater potential beneficial effect to native plants and native plant habitats, including special habitats and sensitive and other rare and uncommon plants when compared to Alternative 3 in the FEIS. This results from the reduction in area of the mineral material sources that are open to cross-country travel, and the reduction in areas where motorized access for dispersed camping is allowed. Alternative 3, Modified, includes motorized access for dispersed camping in Inventoried Roadless Areas as described in Alternative 2. The effects of this were already identified in Alternative 2 of the FEIS. Selection of the modified Alternative 3 does not materially affect the analysis of the effects to native vegetation or invasive plant effects analysis in the FEIS.

Chapter 3 of the FEIS and the ROD describes the relative risks of each of the Alternatives to the spread of invasive plants. Alternative 3, Modified, would close additional areas to motorized access for dispersed camping and reduce the number of material source sites that are open to cross-country travel. These actions would further reduce the potential for invasive plant spread when compared to the analysis of Alternative 3 in the FEIS.

Vegetation Management and Wildfire

The effects of Alternative 3, Modified on vegetation management and wildfire are not materially different than the analysis of Alternative 3 presented in the FEIS. There would be no direct or indirect effect to the areas where there have been vegetation management activities or burned by wildfires given that modified Alternative 3 would designate 29 and 16 mineral material source sites (rock/gravel pits) as open to motorized access off of designated routes on the Deschutes and Ochoco National Forests, respectively. Some of these mineral material source sites may be within planning area or unit boundaries, but are likely not the focus of actual treatment since vegetation within the footprint of these areas is minimal. Since these areas are already designated and developed for mineral extraction, there is little chance for additional resource damage. Effects from Motorized access for dispersed camping have been described in the effects for Alternatives 2 and 3 in Chapter 3 of the FEIS.

Climate Change

Selection of Alternative 3, Modified is not materially different than the analysis presented in the FEIS on climate change. The reduction in total areas open beyond what has been discussed in the FEIS does not change the amount of greenhouse gasses emitted into the atmosphere or modify carbon cycling. The scale of this modification does not change the overall beneficial effects of restricting cross country travel and limiting resource damage already discussed in the FEIS, and consequently does not change the anticipated effectiveness of Alternative 3 as a climate change adaptation strategy.

Air Quality

Selection of Alternative 3, Modified is not materially different than the analysis presented in the FEIS of air quality for Alternative 3. The total emissions resulting from vehicles, vehicle travel, forest management activities, and wildfires are unlikely to change given the minor modifications to Alternative 3. However, the modifications to Alternative 3 affect where motor vehicles can be legally operated on National Forest lands, and thus could potentially affect the location of vehicle emissions and fugitive dust resulting from vehicle travel. The air quality most likely to be affected in any noticeable way to the public is from the reduced areas available to cross-country travel when compared with the analysis of Alternative 3 in the FEIS.

Air quality adjacent to residential areas is likely to improve when compared to the analysis in the FEIS as a result of the reduced area open to cross-country travel within the wildland urban interface zone. Alternative 3, Modified, would effectively eliminate emissions and dust currently generated from existing cross country travel from all but 10 mineral material source sites (rock/cinder pits) within the wildland urban interface on the Deschutes National Forest. On the Ochoco National Forest, there will not be any open mineral material source sites within the wildland urban interface. Compared to Alternative 3 in the FEIS, Alternative 3, Modified, will eliminate the dust and emissions generated by motorized access off of designated routes within the wildland urban interface from one mineral material source site on both the Deschutes and Ochoco National Forests (North Sisters Gravel Pit and McGinnis Pit, respectively).

Fire Risk

Selection of Alternative 3, Modified is not materially different than the analysis presented in the FEIS of fire risk for Alternative 3. There are no measurable direct or indirect effect to fire risk

from the reduction in designated mineral material source sites (rock/gravel pits) open to cross-country travel because fires, especially those caused by humans, are inherently unpredictable events. However, ignitions caused by ejected sparks or direct contact with vegetation from motorized vehicles operating off of designated routes will be limited to where this motorized use would be allowed. That area would be within the designated mineral material source sites. However, Alternatives 2 and 3 would not affect non-motorized travel, so the effect of this is not directly quantifiable.

According to Forest law enforcement, mineral material source sites (rock/gravel pits) are heavily used by motorized and non-motorized users and consequently are locations where there is a history of unplanned, human-caused ignitions. Historic Forest GIS records indicate that there have been 11 unplanned human-caused ignitions (from both motorized and non-motorized users) within these areas³³ that have required suppression action on the Deschutes National Forest and 5 on the Ochoco National Forests. On the Deschutes NF, the unplanned, human-caused ignitions that have occurred within these areas have all been less than 0.1 acres, with an average size of 0.1 acre, and on the Ochoco National Forest the unplanned ignitions have been less than 0.3 of an acre with an average size of 0.2 acre.

Since mineral material source sites generally contain minimal vegetation (i.e., flammable material), the likelihood of a fire starting within one of these areas and escaping to an outlying area is less when compared to other more densely vegetated areas. Additionally, the ignitions that do occur within these areas will likely remain small, assuming that suppression resources are able to extinguish the ignitions within the footprint of these areas, away from more densely vegetated areas. Future human-caused ignitions associated with motorized access off of designated routes confined to 29 and 16 mineral material source sites (Deschutes and Ochoco National Forests, respectively) would also facilitate more efficient patrol and be more readily accessible to suppression resources.

Transportation

There is no change to the environmental effects discussion in the FEIS for the Transportation section as a result of selecting Alternative 3, Modified. Changes to the existing designated transportation system's motorized mixed use designations when compared to the analysis in the FEIS are described in the Public Safety section.

Public Safety

There is no material change to the environmental effects described in the FEIS for the Public Safety section as a result of the changing areas designated as open to cross-country travel or open to motorized access for dispersed camping.

Alternative 3, Modified will have an increase of approximately 137 miles of roads open to highway-legal vehicles only on the Deschutes National Forest and an expected increase of approximately 125 miles of roads open to highway-legal vehicles only on the Ochoco National Forest, with corresponding reductions in the amount of roads open to motorized mixed use (highway legal and

³³ Since mineral material source sites are variable in size (pits proposed to be open to motorized access off of designated routes under modified Alternative 3 range from 0.5 acre to 40 acres), for the purpose of this analysis it was assumed that unplanned, human-caused ignitions within 300 feet (or ~6.5 acres, average pit size that will be open to motorized access off of designated routes under modified Alternative 3) are considered within the footprint of these areas.

non-highway legal vehicle use). **Alternative 3, Modified changed approximately 44 fewer road miles to highway-legal only status on the Deschutes National Forest when compared with Alternative 3 in the FEIS and made no changes to the recommended highway-legal only roads on the Ochoco National Forest.** According to the engineering analysis, brushing and signing of the roads will reduce the risk to public safety to a low-moderate rating.

New Information or Changed Conditions

New information or changed conditions related to several relevant topics has become available since the publication of the Draft EIS in October of 2009 that prompted an assessment of whether or not the new information or changed conditions would affect the selected alternative or the substantively alter the analysis presented in the FEIS. These topics include:

1. A change in the listing status of the western sage grouse under the Endangered Species Act
2. Modified agency management direction for analysis of certain flora and fauna species
3. Ongoing forest management activities, including the FEIS and ROD for the Three Trails Motorized OHV Project

An assessment of the scope and scale of this information did not disclose sufficient changes to the existing condition or outcome of the analyses in the FEIS to alter the rationale or analytic basis for the selection of Alternative 3, Modified. Assessment of the new information and changed conditions did not result in any changes to the final selected alternative or substantive changes to the conclusions reached by the analyses in the FEIS. The following narratives summarize the key analysis components and findings of the assessments conducted to support this determination.

Western Sage Grouse

The USFWS finding (March 2010) on the western sage grouse found that, based on accumulated scientific data and new peer-reviewed information and analysis, the sage grouse warrants the protection of the Endangered Species Act but listing the species at this time is precluded by the need to address higher priority species first. The sage grouse will be placed on the candidate list for future action. Therefore, the candidate status has been added to the Status category for the sage grouse. This action will not result in any changes to the analysis of the alternatives in the FEIS.

Sensitive and/or Rare and Uncommon Plant Species³⁴

Additional analysis for the Deschutes National Forest was conducted on the final selected alternative (Alternative 3, Modified) to determine if there is new information regarding sensitive and/or other rare and uncommon plant species due to recent updates of the national sensitive plant database (NRIS TESP) that could have a bearing on the selection of that alternative.

³⁴ Projects that are within the range of the northern spotted owl are subject to the survey and management standards and guidelines in the 2001 ROD, as modified by the 2011 Settlement Agreement. The Travel Management Project applies the Survey and Manage species list in the 2001 ROD (Table 1-1, Standards and Guidelines, pages 41-51) in the FEIS and as noted in this Appendix, and thus meets the provisions of the 2001 Record of Decision and Standards and Guidelines for Amendments to the Survey and Manage, Protection Buffer, and other Mitigation Measures Standards and Guidelines, as modified by the 2011 Settlement Agreement. Throughout the FEIS and ROD/ROD Appendices, the terms “rare and uncommon species” or “other rare and uncommon species” are synonymous with “survey and manage” species as defined by the 2001 list.

Alternative 3, Modified, prohibits motorized cross country travel, which would result in a beneficial effect to native plant habitats. The key to managing and protecting known sites of bryophytes, lichens, and fungi is to maintain habitat diversity, host tree species, and microclimatic conditions. Alternative 3, Modified would result in a beneficial effect because it decreases the potential for native plant habitats to be altered by motorized use, which will help maintain habitat diversity and microclimates. This alternative does not remove host tree species.

Limiting motorized access for dispersed camping to existing, designated or defined sites and restricting it to within 300 ft. of open designated routes would reduce the potential for motorized disturbance to native plant habitats. It is reasonable to assume that disturbances related to motorized access have already occurred and there would be a lowered risk of additional habitat disturbance by implementing these requirements.

The national database was queried to determine if there are new known sites within areas open for motorized access for dispersed camping. This query identified 13 sites of 6 rare and uncommon plant species on the Deschutes National Forest. (Table 11). In 2009, the Deschutes National Forest surveyed and mapped dispersed campsites. A GIS layer with the mapped dispersed campsites was compared to the 13 sites of rare and uncommon plant species. None of the 13 sites of rare and uncommon plants occur in or adjacent to mapped dispersed campsites.

No direct effects to these 13 sites of rare and uncommon plants from motorized access for dispersed camping are expected because: 1) limiting motorized access for dispersed camping to existing, designated, or defined sites and restricting it to within 300 ft. of open designated routes would reduce the potential for motorized impacts; 2) the species do not occur near mapped dispersed camping areas; and 3) host tree species and forest canopy cover are not impacted by this project.

There could be indirect effects to these sites from camping-related activities such as collecting branches, twigs or pieces of wood for campfires. However, use of these sites for dispersed camping is not affected by this decision, which is limited to establishing conditions for motorized access to existing, designated, and defined sites. A more detailed description of each of these species follows.

Table 11. Alternative 3, Modified - New Known Sites of Rare and Uncommon Plant Species that Occur within Areas Potentially Available for Motorized Access for Dispersed Camping

Scientific Name	Life form	Number of known sites and District	Number of sites within areas open for Motorized Access for Dispersed Camping	Sites in or adjacent to mapped dispersed campsites
Bryoria tortuosa	Lichen	Bend/Ft. Rock (2) Crescent (8)	6 of 8 known sites on Crescent Ranger District	No
Buxbaumia viridis	Bryophyte	Bend/Ft. Rock (5) Crescent (14) Sisters (1)	3 sites on Crescent Ranger District (of 20 known sites)	No
Chalciporus piperatus	Fungus	Crescent (2)	1 of 2 known sites	No
Cladonia norvegica	Lichen	Sisters (1)	Only known site	No

Scientific Name	Life form	Number of known sites and District	Number of sites within areas open for Motorized Access for Dispersed Camping	Sites in or adjacent to mapped dispersed campsites
<i>Cortinarius wiebeae</i>	Fungus	Bend/Ft. Rock (1)	Only known site	No
<i>Sarcosphaera coronaria</i> (= <i>S. exima</i>)	Fungus	Sisters (1)	Only known site	No

Bryophytes

Three sites of one bryophyte, *Buxbaumia viridis*, occur within areas open for motorized access for dispersed camping (Table 1). None of these sites are near mapped dispersed campsites. *Buxbaumia viridis* occurs on very well rotted logs and stumps (decay class three, four, and five) and on mineral or organic soils in cool, shaded humid locations at middle elevations (USDA Forest Service and USDI Bureau of Land Management 1996). Most commonly this species has been found in floodplains and stream terraces, due to the large amount of decayed wood available in old growth. However, *B. viridis* can be found on almost any landform, including the shaded cutbanks of trails and roads.

Draft management recommendations for *Buxbaumia viridis* (USDA Forest Service and USDI Bureau of Land Management 1996) state that known sites of this species should be managed to maintain decay class 3, 4, and 5 logs, leaving windfalls in place to provide structurally diverse habitat and maintain a dense overstory to maintain humidity, with greater than 70 percent closed-canopy forest for shade.

The proposed action does not remove tree species or affect canopy cover. It prohibits motorized cross-country travel, which would be a beneficial effect because it would reduce the potential for motorized impacts which can compact soil and damage vegetation and impact microclimatic conditions, which are important habitat characteristics for bryophytes, lichens and fungi. Limiting motorized access for dispersed camping to existing, designated or defined sites would reduce the potential for motorized disturbance to native plant habitats, which is a beneficial effect. However, because *B. viridis* occurs on rotted logs and on soil, there could be indirect effects from camping associated recreational activities or collecting wood for campfires).

Lichens

Six sites of *Bryoria tortuosa* and one site of *Cladonia norvegica* occur in areas open for motorized access for dispersed camping (Table 1). None of the 7 sites occur near mapped dispersed camping areas.

Bryoria tortuosa is a hanging, filamentous lichen that grows on bark or wood of conifers and hardwoods (McCune and Geiser 2009). Within the Pacific Northwest, *Bryoria tortuosa* prefers the drier habitats associated with well-lit, open forest stands. In Oregon and Washington, it is most common east of the Cascade crest in the Douglas-fir zone and ponderosa pine zone (Leshner et al. 2000). Management recommendations for this species are (Leshner et al. 2000):

- When management activities are implemented near known sites, monitor populations to confirm that ecological conditions associated with *Bryoria tortuosa* have been maintained.

- Maintain the occupied substrate and provide for a distribution of appropriate substrate and associated microclimatic conditions and forest structure in areas of known populations.
- Special consideration should be given to maintain populations near the edge of the geographic range of *B. tortuosa*, and in watershed where it is rare and of limited distribution.
- If stands at known sites are treated, the older cohort should be maintained as a source of inoculums. Large, older trees should be selected for retention, particularly those that are colonized by *B. tortuosa*.

Cladonia norvegica occurs on rotten wood, tree bases, and tree trunks and is most frequent in mature to old conifer forests at low to middle elevations in the mountains (McCune and Geiser 2009). Threats are removal or destruction of dead and decaying logs and large conifers by timber harvest, road or trail construction, or fire (USDA Forest Service and USDI Bureau of Land Management 2010). The only known Deschutes NF site occurs on the edge of wetlands on Sisters District, which are protected from motorized access for dispersed camping by riparian special provisions.

Fungi

There are three sites of three different fungi species that occur within areas open for motorized access for dispersed camping: *Chalciporus piperatus*, *Cortinarius wiebeae*, and *Sarcosphaera coronaria* (Table 1). None of the sites are near mapped dispersed camping sites. The habitat requirements of these fungi are poorly understood and described so broadly that it is difficult to manage habitat at the project specific scale. *Chalciporus piperatus* is a bolete fungus that occurs solitary, scattered in humus in mixed woods and is more prevalent in coastal forests (Castellano et al. 2003). *Cortinarius wiebeae* is a rare ectomycorrhizal, hypogeous (fruits below ground) truffle that depends on animals for spore dispersal that is associated with the roots of Douglas-fir and ponderosa pine trees (Trappe et al. 2009). *Sarcosphaera coronaria* is a cup fungus that is widespread across northern temperate forests in North America and Europe (Castellano et al. 2003). It grows solitary to clustered, on the ground in duff or beneath the surface of the ground in soil under coniferous forests, and can fruit spring through autumn.

Impacts to fungal individuals or habitat can occur from management activities that:

- Intensively or extensively remove or consume the woody substrate, forest floor litter, or shrub hosts with which the species is associated;
- Remove or destroy the fungal organism;
- Remove host tree species or significantly modify the microclimate at the species' site.

Trappe et al. (2009) provide management principles and considerations for managing truffles (e.g., *Cortinarius wiebeae*) that can also guide management of other types of fungi. For example, maintain habitat diversity at landscape scales and within forest stands, maintain or restore tree (host) diversity, maintain or restore coarse wood on the forest floor, and maintain soil health.

Vegetation Management and Fire

Continuously throughout the year, vegetation treatments are implemented on the ground and planned for the future. After each fire season fire history databases are updated with the previous season's fire occurrence data. However, as disclosed by the FEIS, effects of vegetation management or fire

on motorized access is a more important indicator of the potential for effects on resources in areas that become more accessible to motorized access when cross-country travel is allowed. Therefore, a detailed update of the data and analysis of vegetation structure as a result of recent vegetative management activities and fire of this data was not included for the following reasons:

- 1) Supplemental data related to reasonably foreseeable and implemented vegetation management activities and fire history does not substantively change the effects already discussed in the FEIS related to Vegetation Management Activities and Wildfires and Fire Risk; and
- 2) Alternative 3, Modified, alters the potential for vegetation treatments to affect or be affected by motorized access for dispersed camping, since motorized access would be restricted to open designated routes and to designated, existing, and defined dispersed camping sites. The footprints of dispersed camping sites generally contain minimal vegetation and are not the target of vegetation management activities. Alternative 3, Modified, limits the potential for future ground disturbance outside of existing, designated, and defined sites, and represents a complete reduction from the existing condition in the total acreage of vegetation treatments or acres burned by wildfires potentially available for motorized access off of designated routes on both Forests and Grassland.

Ongoing Management Activities

As noted in the FEIS (Chapter 2 and Chapter 3) forest management activities that could modify the exact existing conditions related to motorized access are ongoing. The FEIS establishes a snapshot-in-time description of the existing condition regarding motorized access that is a reasonable representation against which to measure relative changes to the relevant ecological, social, and economic components of the environment. As noted in the FEIS, the primary management activities that affect motorized access are road closures and motorized trail designations. Road closures associated with specific vegetation management projects across the two forests will be incorporated and included into the Motor Vehicle Use Map during annual updates, and do not represent a change to any of the actions identified in Alternative 3, Modified.

The Record of Decision for the Three Trails OHV Project was prepared after the analysis for the Travel Management Project FEIS was completed, and does change some of the existing and subsequent conditions related to motorized access off designated routes and areas available for motorized access for dispersed camping.

The Three Trails OHV Trail System project area includes approximately 93,000³⁵ acres. The Three Trails OHV Project Record of Decision prohibits motorized access off designated routes within the project area. This changed approximately 64,237 acres in the project area that were shown in the existing condition as open to motorized access off designated routes in the Travel Management FEIS. All of these acres were included in the area identified as closed to cross-country travel in Alternatives 2 and 3 of the Travel Management Project FEIS, and thus do not represent a meaningful change to the Travel Management Project FEIS and ROD.

The Three Trails OHV Project also identified changes in the operational status of roads that modified the areas available for motorized access for dispersed camping in the Travel Management FEIS. As a result of the Three Trails OHV Project ROD, there are approximately 2 acres of area otherwise

³⁵ Approximately 4,700 acres within the project area are in other ownership, and are not a part of the area included in determining acreages for the Three Trails or Travel Management Projects.

available for motorized access for dispersed camping according to Alternative 3, Modified that would be closed to motorized access for dispersed camping as a result of the road closures identified in the Three Trails OHV Project ROD. There are no known dispersed sites within the closed area, and so therefore would not affect the actual area available for motorized access for dispersed camping under the conditions for motorized access for dispersed camping for Alternative 3, modified. Less than two tenths of an acre were added to areas that would be available for motorized access for dispersed camping as a result of adding connecting roads to the open designated road system. None of these roads have any identified existing campsites within 300 feet of the road, and will therefore not make any meaningful change to the opportunities for motorized access for dispersed camping. Finally, the Three Trails OHV project identified approximately 80 miles of roads that would be signed and managed as shared use (motorized mixed use). This did not represent any change from Alternative 3, Modified in the Travel Management ROD.

ROD Appendix 5: Alternative Map Errata and FEIS Corrections

This section details the corrections to errors on the Alternative 3 maps and in the analysis in the FEIS as a result of these errors. The errors are a result of updates to the roads data bases between the time the analysis and Alternative Maps for the DEIS/FEIS were completed and the final Motor Vehicle Use Map was prepared. These corrections to the roads data bases altered the specific acreage originally calculated for the effects analysis, but did not materially change the predicted effects for the selected alternative or modify the intended outcome of the alternatives.

Conditions for motorized access for dispersed camping

The Draft and Final EIS Alternative Maps had some errors in the conditions for motorized access for dispersed camping along some roads. These were map display errors only, and did not affect analysis acres.

Corrections to the FEIS from Updates to the GIS Roads Data Base

The National Forest System roads information was updated for the final Motor Vehicle Use Map. This update resulted in corrections to the operational status of some roads. The Motor Vehicle Use Map (2011) included with this Record of Decision reflects information about the location of the open designated road and motorized trail system as of January, 2010, and reflects the final selected Alternative.

A comparison of the Motor Vehicle Use Map (2011) with the Alternative maps included with the Draft and Final EISs showed that the operational status of some roads was incorrectly mapped on the Draft and Final EIS Alternative maps. Some closed roads were displayed incorrectly on the Alternative maps as open roads, and some roads were not displayed on the Alternative maps that are open designated roads. While the existing designated road system is not being changed by this Record of Decision, the GIS roads data base was used as the basis for calculating the acres that were analyzed as open or closed to motorized access for dispersed camping.

Figure 4, Figure 5, and Table 12 compare the changes in road miles and acres shown as open or closed to motorized access for dispersed camping on the final Motor Vehicle Use Map to the Draft and Final Environmental Alternative maps. This correction resulted in changes to the miles of open road shown on the final Motor Vehicle Use Map when compared to the Draft/Final Alternative Maps that also resulted in a net decrease of acres open to motorized access for dispersed camping in Alternatives 2 and 3.

The net decrease in area available for motorized access for dispersed camping as a result of the correction to the operational status of the roads was about 17,315 on the Deschutes National Forest, 214 acres on the Ochoco National Forest, and 675 acres on Crooked River National Grassland. The largest concentration of areas where the operational status of roads was corrected from open to closed are on the Deschutes National Forest on the Crescent Ranger District in the area from Hamner Butte to Davis Mountain; and on the Bend-Ft. Rock Ranger Districts around Fall River, Lava Lake south to Crane Prairie (including the Deschutes River), Hole in the Ground, East Butte, and the Skeleton fire area; and the Metolius River on the Sisters Ranger District.

On the Ochoco National Forest the areas where the operational status of roads was corrected from open to closed are generally scattered across the forest but included concentrations in a few areas on the north side of Big Summit Prairie. The main areas of change on the Deschutes National Forest that were adjacent to streams and water bodies were located on the Metolius River and on the Deschutes River upstream of Crane Prairie Reservoir. The remaining corrections are smaller segments scattered around both Forests and the Grassland

The areas where the operational status of roads was corrected from closed to open are fairly scattered across both Forests and the Grassland, with some concentrations of roads south of the Newberry National Volcanic Monument and east of Mt. Bachelor on the Deschutes National Forest, and in the SE corner of the Ochoco National Forest.

Table 12. Operational Road Status Corrections to the GIS Roads Data Base

Deschutes and Ochoco Corrections to GIS Roads Data Base						
Unit	Changes	Miles of Road	Net Difference	Acres available for Motorized access for dispersed camping		Net Difference
				Riparian	Non-Riparian	
Deschutes National Forest	Closed to Open	126.96	351.16 fewer miles of open road	236.55	6,899.53	17,315.01 less acres
	Open to Closed	478.12		1,233.38	23,217.71	
Ochoco National Forest	Closed to Open	55.76	20.85 fewer miles of open road	1,229.62	2,524.42	214.88 less acres
	Open to Closed	76.61		1,661.85	2,307.07	
Crooked River National Grassland	Closed to Open	2.5	11.26 fewer miles of open road	1.18	179.39	675.59 less acres
	Open to Closed	13.76		171.27	684.9	
Total		753.71	383.27 fewer miles of open road	4,533.85	35,813.01	18,205.48 less acres

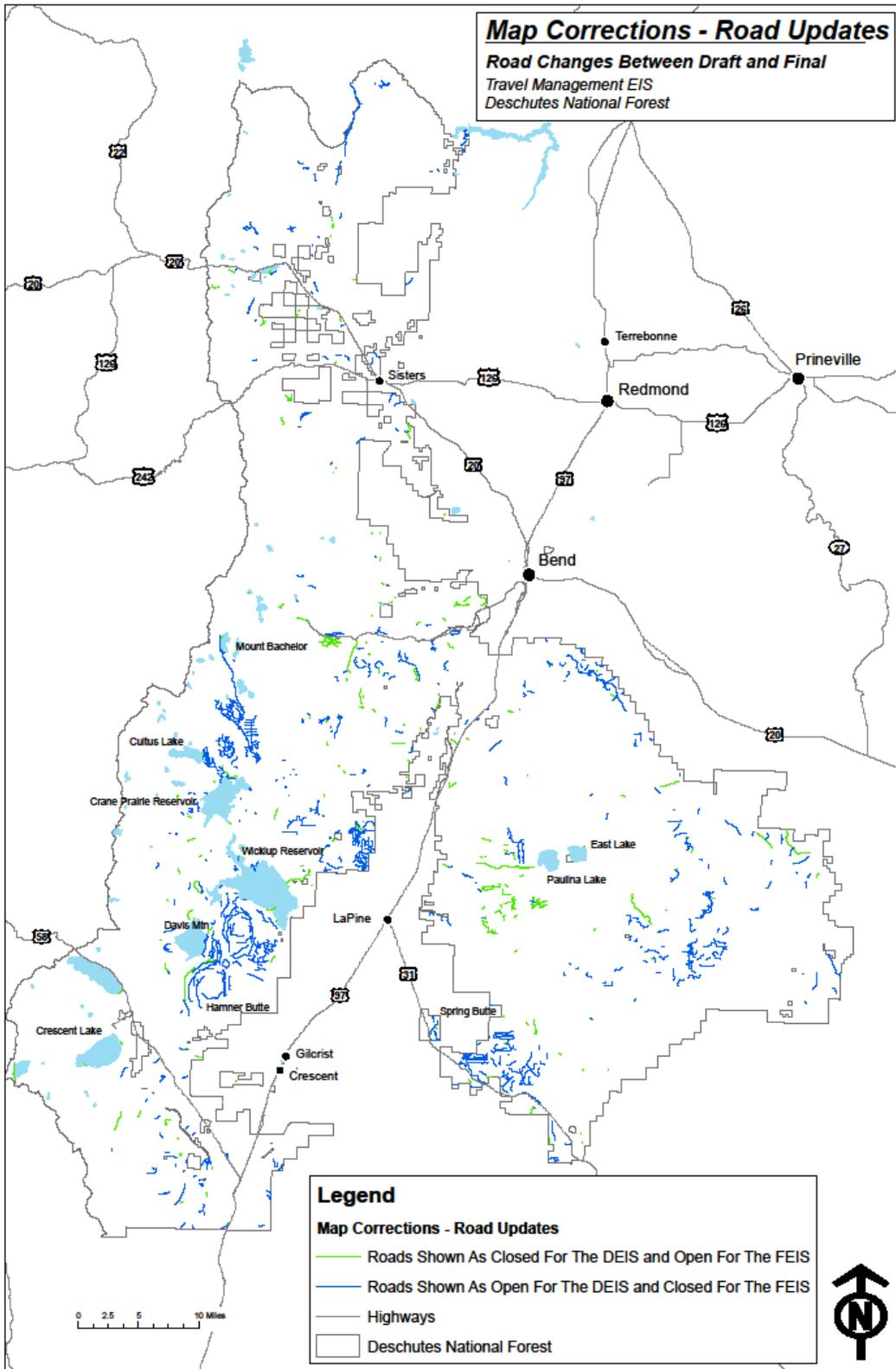


Figure 4 - Map Corrections - Road Updates - Deschutes National Forest

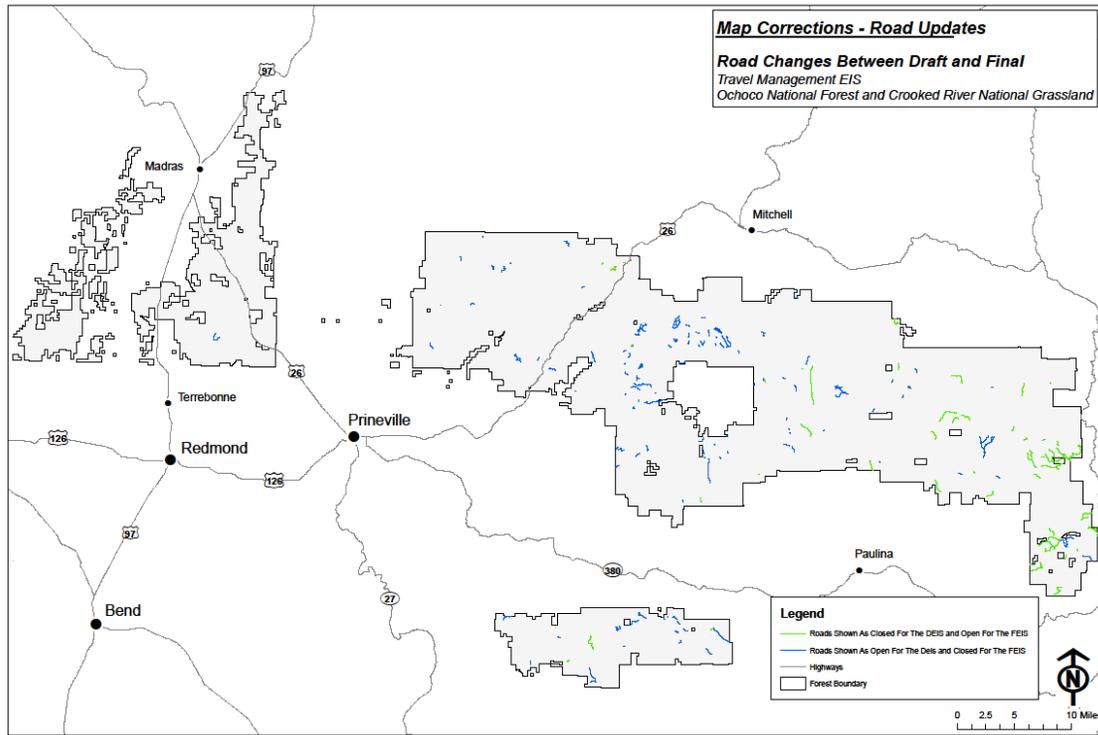


Figure 5 - Map Corrections - Road Updates, Ochoco National Forest

The following sections provide resource-specific corrections where appropriate to the analysis in the FEIS. There are no substantive changes to the effects on any resource as a result of these corrections to the operational status of the roads.

Recreation

Corrections to the Alternative Maps in the FEIS that are reflected in the Motor Vehicle Use Map (MVUM) change the operational status of approximately 754 road miles. These corrections result in a net decrease in the total number of open road miles and acreage which were analyzed as open to motorized access for when compared to Alternative 3 in the FEIS. This would result in a decrease in the available acres for motorized access for dispersed camping identified in the FEIS. However, the area actually available for motorized access for dispersed camping in Alternative 3, Modified, is also dependent upon where there are existing, designated, or defined sites. These corrections to the road system require do not constitute a significant correction to the analysis of the available opportunities for motorized access for dispersed camping described in Alternative 3 of the FEIS. This is because, based on a comparison of known sites, the areas that were corrected and moved to a closed status do not have any known dispersed sites.

Scenery

The change in operational status of roads from open to closed, or from closed to open, would reduce the net acres open to motorized access for dispersed camping across the two Forest planning area and would enhance the scenic integrity and character visible from the view corridors.

Congressionally Designated Areas

The corrections to the operational status of the roads will result in a net reduction of the miles of open roads and acres analyzed as open to motorized access for dispersed camping in Alternative 3 in the FEIS. This small change in area will not substantially change the effects identified in the FEIS.

Wild and Scenic Rivers

The change in operational status of roads from open to closed, or from closed to open, would reduce the net acres open to motorized access for dispersed camping across the two Forest planning area within Wild and Scenic River corridors by approximately 282 acres on the Ochoco NF, and 680 acres on the Deschutes NF when compared to the analysis shown in the FEIS.

Oregon Cascades Recreation Area

The change in operational status of roads from open to closed, or from closed to open, would increase the net acres open to motorized access for dispersed camping within the Oregon Cascades Recreation Area by about 173 acres. This increase in acres open to motorized access for dispersed camping would not substantially change the effects as described in Alternative 3 of the FEIS.

Wildlife

The updates to the GIS roads data base with a net reduction in the amount of miles of road and acres available to motorized access for dispersed camping will further reduce impacts to wildlife habitat from that identified in the analysis of Alternatives in the DIES/FEIS, but will not substantially alter the results of that analysis. The following summaries of the specific changes to the effects on key species illustrate that conclusion. The key species are the Northern Spotted Owl, which only occurs on the Deschutes National Forest, and the Management Indicator and Sensitive Species which occur on both the Ochoco and Deschutes National Forest.

Northern Spotted Owl

The net change of 383 more miles of road closed will result in a further reduction in disturbance to nesting, roosting, and foraging habitat for the spotted owl. The map corrections have resulted in an even greater beneficial effect to the spotted owl and its habitat, as well, as Critical Habitat due to the additional changes in roads from open to closed. These corrections will not result in a change in the Determination made for spotted owls or Critical Habitat Units in accordance with Section 7 of the Endangered Species Act.

Proposed actions for Alternatives 2 and 3 with final map corrections reduce disturbance to Nesting, Roosting, and Foraging (NRF) habitat overall, NRF habitat within Late Successional Reserves, and NRF habitat within home ranges. In addition, disturbance is decreased within LSRs and home ranges outside NRF habitat. Implementation of Alternatives 2 and 3 with final map corrections will have a determination of, “May Affect, likely to Beneficially Affect” for spotted owls and their habitat, including the 2008 and 1992 Critical Habitat Units.

Analysis that reflects the changes to nesting, roosting, and foraging habitat overall and within late-successional reserves, critical habitat units, and within home ranges is included in the final Wildlife Biological Assessment in the FEIS Appendix B - 9.

Implementation of Alternatives 2 and 3 with the final map corrections will result in a greater reduction in disturbance to nesting, roosting, and foraging (NRF) habitat overall for the spotted owl when compared with the analysis in the FEIS. When compared to the No Action Alternative, there will be a 59 percent decrease in disturbance to NRF habitat, a 34 percent decrease in disturbance to NRF habitat in the 2008 Critical Habitat Unit and a nine percent decrease in the historic (1992) Critical Habitat Units. NRF habitat within late-successional reserves show a nine percent decrease in disturbance to habitat while NRF in home ranges show a six percent decrease. Overall, there is a beneficial effect to suitable NRF habitat across the forest. There is a 15 percent decrease in disturbance within LSRs. Implementation of the Action Alternatives with final map corrections results in five LSRs with decreased disturbance within LSRs overall (Cultus, Browns Mtn., Davis, Metolius, and Three Creeks, and four LSRs with decreased disturbance to NRF habitat (Cultus, Browns Mtn., Metolius, and Cache-Trout). There is no change to the remaining LSRs as many of them were already closed to travel off designated routes.

Critical Habitat Units

Implementation of Alternatives 2 and 3 with final map corrections results in a four percent decrease in disturbance within historic Critical Habitat Units and a two percent decrease within the 2008 Critical Habitat Unit (CHU) (See FEIS Chapter 3, Wildlife). Specifically, the 2008 CHU and 3 historic CHUs (OR-3, OR-4, and OR-6) result in a decrease to disturbance overall while historic CHU OR-5 shows a slight increase in disturbance due to a net change of 31 more acres within the road effect distance to be open. In addition, the Action Alternatives with final map corrections result in a 34 percent decrease in disturbance to NRF habitat within the 2008 CHU and a nine percent decrease to NRF habitat within the historic CHUs overall, the 2008 CHU and 3 historic CHUs (OR-3, OR-5, and OR-6) result in a decrease in disturbance to NRF habitat while historic CHU OR-4 shows a slight increase in disturbance to NRF habitat due to a net change in 7 more acres within the road effect distance to be open.

Home Ranges

Implementation of the Action Alternatives with final map corrections results in a four percent decrease in disturbance within home ranges and a three percent decrease in NRF habitat within home ranges overall from the No Action Alternative. Disturbance was decreased in 11 home ranges (Cultus Mtn., Applejack, Benchmark Butte, Sheridan Mtn., Lucky Lake, Saddle Butte, Moore Creek Trail, Castle Rocks, Trout Creek, Suttle 96, and Suttle South) while the Maklaks Mtn. home range results in a slight increase in disturbance due to a net change of 47 acres within the road effect distance that changed from closed to open. In addition, 11 home ranges result in a decrease in disturbance to NRF habitat (Cultus Mtn., Applejack, Benchmark Butte, Sheridan Mtn., Three Trappers Butte, Big Marsh, Moore Creek Trail, Castle Rocks, Trout Creek, Suttle, and Suttle South).

Sensitive Species, Management Indicator Species, and Landbirds

The net change in more miles of road closed will result in a further reduction in disturbance to habitat for sensitive species, management indicator species, and landbirds across the two Forests and Grassland. This may not impact all species equally as the concentrations of changes from open to closed roads occur on the Deschutes NF in mixed conifer and ponderosa pine habitats. Riparian areas also have resulted in decreased disturbance further benefitting those species whose primary habitat is riparian associated. Implementation of the Action Alternatives with final map corrections will result in a greater beneficial impact for sensitive species on both Forests and Grassland and decreased disturbance for management indicator species and landbirds.

Fisheries and Hydrology

The correction to the operational status of the roads data base resulted in a net reduction of miles of open road and acres that would be open to motorized access for dispersed camping within 100 feet of a stream, wetland, or water body when compared with the analysis in the FIES. On the Ochoco National Forest and Crooked River National Grassland, this includes a net reduction of approximately 52 miles of road and 602 acres and on the Deschutes National Forest, this includes approximately 29 mile of open road and 997 acres.

Additional effects analysis to fisheries and hydrology was not necessary as a result of the corrections to the operational status of the roads because the effects to fisheries, stream channels and hydrologic systems overall are similar enough to those were described in Alternatives 2 and 3 of the FEIS that the change does not warrant a new analysis. There was less than a one percent change on both the Crooked River National Grassland and the Ochoco National Forest. On the Deschutes National Forest there was an approximately 6.5 percent change. To the extent these changes are even detectable they will be beneficial for fisheries, stream habitats, riparian areas, and water resources. A decrease in the acres analyzed for motorized access for dispersed camping would reflect an additional decrease in the effects of motorized access to fisheries, stream channels, hydrology and erosion, although the decrease effects on such a relatively scale will not be measureable. Effects to fisheries resources and stream channels would be less than stated in the analysis of Alternatives 2 and 3 in the FEIS, but the amount of change is small.

Native Vegetation and Invasive Plans

There are changes between Draft and Final in the number of acres open or closed to motorized access for dispersed camping. Overall, there are more acres that will be closed for motorized access for dispersed camping than open. Additional closures to motorized access for dispersed camping would have a beneficial effect to native plants and native plant habitats, including special habitats and sensitive and other rare and uncommon plants, because it reduces the potential for damage to soil and vegetation from motorized vehicles and reduces the potential for invasive plant spread.

These changes increase benefits to native plants and native plant habitats, including sensitive and other rare and uncommon plants and lower the risk of invasive plant spread from motorized use.

Additional analysis on map corrections was conducted to see if there would be any potential effects to sensitive or other rare and uncommon plants and this analysis determined that there are no effects to these species.

Vegetation Management and Wildfire

Additional effects analysis to vegetation management activities and wildfires was not necessary as a result of the corrections to the operational status of the roads because the effects to the acres burned by wildfires or treated through vegetation management activities overall are similar enough to those were described in Alternatives 3 of the FEIS. Under Alternative 3, acres available for motorized access for dispersed camping would be limited to only those areas with existing, designated or defined sites. The footprints of dispersed camping sites generally contain minimal vegetation and are not the target of vegetation management activities.

Climate change

There would be no direct or indirect effect to climate change beyond what has been discussed in the FEIS given the MVUM update. This update does not change the amount of Green House Gas emitted into the atmosphere or modify carbon cycling. Additionally, the scale of this update does not significantly change the overall beneficial effects of restricting cross country travel and limiting resource damage already discussed in the FEIS, and consequently does not alter change the conclusions concerning the effectiveness of the climate change adaptation strategies.

Fire Risk

Since no system roads that are currently open to public use, and do not have an existing NEPA decision to close them, would be closed as a result of this decision, access to ignitions by suppression resources would not be effected the MVUM update. Further, use of any fire, military, emergency, or law enforcement vehicle for emergency purposes is exempt from this decision (See Chapter 2 – “Exemptions or Exceptions Identified by the Travel Management Rule”).

Air quality

The documented beneficial effects to air quality adjacent to residential areas are likely to be improved as a result of the MVUM update since these updates effectively reflect a net reduction in emissions and dust currently generated by motorized vehicles within the wildland urban interface. On the Deschutes and Ochoco National Forests, respectively, this update reflects a net reduction of 64 and 2 miles of road (Table 13) within the wildland urban interface open to motorized travel.

Table 13. Corrections to Operational Road Status within the Wildland Urban Interface

Miles of Road within the Wildland Urban Interface (FEIS)	Open to Closed	Closed to Open	Net Difference
Deschutes National Forest	99 miles	35 miles	64 miles closed
Ochoco National Forest	2 miles	0	2 miles closed

Transportation

Corrections to the transportation section are based on updates to the Infra Travel Routes data base, and are included in the project file. No change to the status of any road was made as a result of the Travel Management FEIS and ROD other than those changes to the motorized mixed use status of

roads described earlier. Updates of the roads information tables in the FEIS are included in the final Transportation Report and are available upon request. The following describes the differences between the roads information displayed in the Transportation sections of the FEIS and the roads information used in the other resource analyses.

There are two roads databases that were used to calculate and display road mileages for the Draft and Final Environmental Impact Statements. These are the GIS roads data base, and the Infra Travel Routes data base. The GIS roads data base is used primarily to prepare maps and calculate acreages to analyze the effects of the alternatives on specific resources. The GIS roads data base starts with information generated from the Infra Travel Routes data base, and then integrates that data with other geospatial information such as the location of streams and riparian areas, wildlife habitat, and vegetation conditions. The GIS roads data base is generated for a specific project, such as the Travel Management EIS. Many GIS data bases, including the GIS roads data base for the Travel Management Project, are compiled to provide the geospatial information for the Travel Management Alternative Maps and the Motor Vehicle Use Map. In order for these maps to be created, the Infra Travel Routes data base information is extracted at a specific time, and transferred to the GIS roads data base to be integrated with other geospatial information.

The Infra Travel Routes database is the corporate database of record that is used for storing all road-related information regarding National Forest System roads, and provides the most accurate representation of National Forest Road System information. This includes all of the roads data presented in the Transportation section of the FEIS about road jurisdictions, maintenance levels, classes of vehicles allowed on roads, seasonal use periods, and actual lineal road mileage information. However, this data base also includes some information that is not needed or is not appropriate to be included on either the Alternative maps or the Motor Vehicle Use Map.

The GIS roads and Infra Travel Routes data do not exactly match for several reasons. The primary reasons are: 1) the way that mileages are calculated in the two data bases; 2) the GIS roads data base is edited to modify roads data that are not appropriate for either the EIS Alternative maps or the Motor Vehicle Use Map; and 3) there are minor unreconciled discrepancies between line and spatial data in the two data bases.

Road miles calculated from the Infra Travel Routes database are based on beginning and ending point mileages that represent ground-base measurements. In comparison, GIS roads data base mileages are based on calculated map distances, which inevitably result in untraceable differences in the road mileage calculations.

Some of the roads in the Infra database that are noted as Forest Service jurisdiction may not be completely accurate, or may be on roads which do not access National Forest System lands, such as roads that are within lands that have been exchanged with private landowners. The most significant of these situations is the Crown Pacific / Forest Service land exchange on the Deschutes National Forest. About 100 miles of roads within the exchanged Crown land are shown in the Infra Travel Routes data base as National Forest System roads. These roads do not provide public access to National Forest System lands and so they are not appropriate to be shown on the Motor Vehicle Use Map. Jurisdiction over these roads cannot be officially changed within the Infra Travel Routes data base until a thorough review of the easements have been completed to verify whether the rights-of-way were officially terminated or retained for the future. Other similar situations occur across the two Forests and Grasslands where "floating roads" (segments of roads that do not access National Forest System lands or are without connections to an established National Forest System road) may

be accounted for in the Infra Travel Routes database but have been removed from the GIS roads data base so that they are not displayed on the Motor Vehicle Use Map.

There is not always a direct link between all roads in the Infra Travel Routes database and the roads that are mapped in the GIS roads layer coverage. For instance, the Infra Travel Routes may have a road segment listed that, when input into the GIS roads data base results in an unconnected or “floating” piece of road because it has not been linked to the geospatial data base correctly; or there may be a few spatial lines in the GIS roads layer that don’t perfectly match up with the data in the Infra Travel Routes data base. In some cases, these are inherent differences in the nature of the data bases that cannot be corrected, and in other cases these are corrections that will be made with subsequent updates of the Infra Travel Routes database and GIS roads data base that will generate the Motor Vehicle Use Map.

Information on the roads contained in the Transportation section of the Draft and Final EISs were derived from reports from the Infra Travel Routes data base, and not from the GIS roads data base. Information on roads provided in the FEIS was based on reports generated from the Infra Travel Routes data base from April 16, 2009. Those data were updated with information from the Infra Travel Routes data base from February 12, 2010 and included in the final Transportation Report which is available upon request.

