An Estimate of the Social Consequences of Alternatives in the Eastside and Upper Columbia River Basin Environmental Impact Statements

Interior Columbia Basin Ecosystem Management Project

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Introduction

The Interior Columbia Basin Ecosystem Management Project (ICBEMP) proposes to amend 74 Forest Service and Bureau of Land Management plans through two large scale EISs, referred to as the Eastside and Upper Columbia EISs. The Eastside EIS covers lands administered by the Forest Service or BLM in eastern Oregon and Washington while the Upper Columbia EIS covers lands in nearly all of Idaho, western Montana, and small portions of adjacent states. The EISs are being written in response to a variety of complex and controversial situations on these federally administered lands, including declines in forest health, increasing scarcity of anadromous and inland coldwater fisheries, rangeland reform, increasing risk of catastrophic fire, and the social and economic consequences of these conditions. The EISs describe seven alternatives, five of which are approaches to implementing ecosystem management.

The project's Science Integration Team is evaluating the consequences of these alternatives. This report is the social evaluation of consequences, produced by The Bolle Center for People and Forests, University of Montana, under a cooperative agreement with the ICBEMP. Other reports available from the ICBEMP describe the effects of alternatives on economic, terrestrial, aquatic, and landscape ecology systems.

This report begins by discussing rhe framework used to assess social consequences. followed by the criteria used to evaluate the alternatives and a description of the panel process conducted for the evaluation. An overview of the panels' conclusions provides context for interpreting their comments. The main section of the report is the evaluation of consequences, organized by the evaluation criteria. A short conclusions section provides direction for future efforts. The appendices contain detailed descriptions of the panel process, notes taken during the panels, workbooks completed by panelists, and written information provided panelists to help guide their judgements.

Readers should be aware that this discussion of social consequences should be considered preliminary because little of the information essential in predicting social consequences was available before the due date of this report. Additional information on impacts and outputs from the other SIT evaluations of alternatives (economics, terrestrial, aquatics, landscape ecology) is needed before changes in those systems can be translated into effects on people and social systems.

Framework and Methods

The social evaluation of alternatives was guided by recent literature on Social Impact Assessment (SIA) and review of major issues confronting Bureau of Land Management and Forest Service administered lands within the interior Columbia Basin. While the scientific and technical literature is increasingly extensive, it indicates that SIA processes should utilize a variety of information sources and consider certain dimensions of human experience. This section describes the framework, criteria, and methods used to develop the evaluation of alternatives.

Framework for evaluation of alternatives

Evaluation methodology was based on the Interorganizational Committee on Guidelines and Principles for Social Impact Assessment (1994). These guidelines represent the most recent and prevalent statements on SIA processes. This section briefly reviews the principles established by the committee and their application to the ICBEMP and the social evaluation.

1. Involve the Diverse Public--Identify and involve all potentially affected groups and individuals.

Both EISs cover extensive land areas. The ICBEMP project area includes nearly 75 million acres of federally administered land located in seven states, encompassing 100 counties in which more than 3.2 million people live. In addition, the area includes 20 Indian reservations and a colony. The sheer magnitude and geographic scope of the project and the compressed time table for conducting the evaluation of alternatives prohibited extensive public involvement by all affected publics.

As a substitute, the Bolle Center convened three panels of people having diverse interests in Forest Service and BLM land management practices. Panel members included community development specialists and researchers, economists, sociologists, private landowners, state agency representatives, county commissioners, employees of diverse industries that use resources on public lands, and members of 14 American Indian tribes.

The panel process, described in detail below and in Appendix C, was designed to learn more about perceptions of impacts from the perspective of people who would be affected by changes in management of Forest Service and BLM-administered lands. Not all interests were necessarily represented, but a wide cross section of viewpoints was covered by the panelists.

Panelists were provided two chapters from the social science staff area report (one dealing with communities, the other with environmentally-based amenities) that included not only appropriate scientific literature, but secondary and primary data as well. They were also provided primary data on changes in recreation opportunities, road densities, scenic integrity, timber volume, range animal unit months and associated jobs for review prior to the convening of the panel.

2. Analyze Impact Equity--Clearly identify who will win and who will lose, and emphasize vulnerability of under-represented groups.

As noted later in this report, one of the major criteria used to evaluate the alternatives concerned equity. The evaluation included a panel on American Indian tribes specifically to gain their input and to establish representation of their range of interests in the project.

However, several aspects of this project make equity determinations more difficult than in many SIAs. Most SIA processes are project driven, that is, designed to estimate social consequences of constructing a pipeline, utility corridor, dam, or other energyproduction facility. For these types of projects, the distribution of direct social impacts tends to be limited geographically and temporally, making identification of the distribution of effects relatively straight forward. The ICBEMP project, however, has produced programmatic EISs in which proposed activities are scattered across a huge area and are

expected to take place sometime within the next decade-depending on availability of funding. Thus, when and where such actions will occur can only be characterized as having a high level of uncertainty, which in turn limits the ability to assess the equity of social consequences.

In addition, the project alternatives include a wide variety of proposed management actions covering conservation of aquatic habit, emulation and retention of ecological disturbance regimes, use of new silvicultural techniques, designation of large reserves, involvement of the public, consultation with American Indian tribes, identification of economic priority areas, and enhancement of some types of recreation opportunities. The complexity of management actions would require identifying, through some type of modeling process, the net effects to the variables of interest so that social effects could be more completely specified. Such modeling was not conducted by the project nor were most outputs of land management practices available at the time of the evaluation.

3. *Focus the Assessment--Deal with issues and public concerns that really count, not those just easy to count.*

To begin the evaluation process with the three panels, the project proposed a set of criteria for evaluating alternatives. These criteria, communities, recreation and scenery, and quality of life. were based on EIS issues and goals as well as on the Social, Assessment findings. However, the panels' agenda included a component to review and refine these proposed criteria. The panels validated several of the criteria, rejected some, and added still others (the final sets used are described later in this report). This process was conducted specifically to identify the issues considered important by panelists, not just those presented by the ICBEMP.

4. *Identify Methods and Assumptions and Define Significance--Describe how the SIA is conducted, what assumptions are used and how significance is determined.*

The methods section below describes the methodology used to conduct the social evaluation. The process had three primary assumptions: (1) social panelists represented a broad range of stakeholder viewpoints; (2) panelists could be provided with a preliminary understanding of each alternative and its implications; and (3) each alternative would be implemented as described. The first assumption appears to have been'met, and the second met to some extent (although, as described below, panelists generally felt they needed much more information to be able to comment on potential social effects). The third assumption received a great deal of comment from panelists, who believed that critical information on implementation was missing. They also pointed out inconsistencies in budget assumptions. Significance was determined through the panelists' discussion of issues, priorities and evaluation criteria. Impact magnitude, significance, and duration are discussed in the detailed description of effects below. In nearly all cases, these are qualitative judgements.

5. *Provide Feedback on Social Impacts to Project Planners--Identify problems that could be solved with changes to the proposed action or alternatives.*

Extensive input by the panelists provided a list of problems that could be addressed with changes to the alternatives. A discussion of the panelists' general impressions is included below, and the final section in this report describes some overall conclusions. However, it will be difficult for the agencies to assimilate this information, add new direction or direction to the alternatives, and reassess social and other consequences within the current project schedule.

6. *Use SIA practitioners--Trained social scientists employing social science methods will provide the best results.*

The authors of this report are all social scientists with diverse backgrounds and who have worked on the ICBEMP. All have previously been involved in preparation and technical review of social assessments and social impact assessments.

7. *Establish Monitoring and Mitigation Program--Manage uncertainty by monitoring and mitigating adverse impacts.*

Mitigation and monitoring opportunities are identified under the discussion of consequences below. Ecosystem management relies heavily on monitoring and adaptive management to make sure that progress toward objectives is being made. The effects identified in the analysis, as stated earlier, have high levels of uncertainty, primarily because the EISs cover such a broad geographic scope, yet will be applied at a local level and there is little information on where and. how actions will occur. No information was generated that displayed effects at local levels by any of the previously mentioned ICBEMP science staffs. Therefore, a program to monitor implementation of the EISs is imperative, particularly in terms of how land management actions may impact local communities, certain occupational groupings and American Indian tribes.

8. *Identify Data Sources--Published scientific literature, secondary data, and primary data from the affected area.*

The evaluation process used several sources of information, including the draft economics and social science staff area reports (Social and Economic Assessments), other literature cited in this report. and outputs from simulations of the alternatives dealing with scenic integrity, road density, recreation opportunities. As noted above, a primary source of information was the panel process, including the individual judgements of panel members, the interactions of panelists, notes taken on flip charts during the panel discussions, and workbooks completed by panelists.

9. *Plan for Gaps in Data*

In the original design of the evaluation process, panels were to be asked to validate and suggest refinements to the project social staffs preliminary assessment of social impacts based on outputs and effects identified by the economics, landscape ecology, terrestrial ecology and aquatic/riparian science staffs employed by the ICBEMP. The preliminary social effects writeup would have taken those groups' outputs and treated them as inputs to the social analyses--what do these changes mean for people and the health of social systems? However, those data and analyses were not available (with some limited exceptions) in a time frame that made it possible to prepare preliminary writeups of social consequences for review by the panelists.

This was a problem because it required panelists to operate without the expected data. Instead, the panelists established what was important to them and identified, in a qualitative way, the array of likely social impacts (rather than precisely quantify them). The panelists were provided with a variety of written and verbal information about the project, alternatives, and some of the known outputs (Appendix B).

Evaluation Criteria

The literature on large scale programmatic EIS social evaluation variables could not be described as voluminous. In the analyses that have been conducted, the evaluation tends to be qualitative and not quantitative because data and modeling techniques, particularly with respect to direct social effects, are not available. The literature, however, does suggest the types of variables that should be evaluated in a broad scale social impact assessment.

Jakes and Harms (1995) conducted a roundtable to assess the socioeconomic effects of implementing ecosystem management throughout the National Forest System. As part of this exercise, they identified 14 key impact variables, which they grouped into six classes (Table 1). The roundtables also made recommendations for appropriate use of a variety of tools to assess impacts. Focus groups and expert opinion were two methods specifically identified as appropriate or recommended tools for examining all 14 variables listed in Table 1.

Variable Class	Variable
Impacts on the Economy	Employment
	Economic Health
	Economic Structure/Activity
Impacts on Recreation and Aesthetics	Recreation/Aesthetics
	Amenity Values
Social and Cultural Impacts	Quality of Life
	Social Vitality/Stability
Impacts on Forest Products	Timber Product Outputs
	Non-timber product Outputs
Impacts on Management	Participatory Planning
	Leadership in Management
	Economic Efficiency
Ecosystem Health and Productivity	Ecosystem Health and Productivity

Table 1. Types of social-economic variables of interest for evaluation when implementing ecosystem management (Source: Jakes and Harms 1995).

The Forest Ecosystem Management Assessment Team (1993) examined the consequences of ten management options in response to problems of forests west of and along the Cascades. That social assessment focused on impacts on communities, American Indians, recreation opportunities, scenery, amenities and subsistence. A major conclusion was that communities desire stability, predictability and certainty. In addition, it was reported that communities feel they are not a part of decisions that affect their well-being, and want agencies to be more responsive to their concerns. These conclusions point to the need to consider impacts of federal land management options on community viability and on public access to federal decision-making processes.

In implementing the recommendations of FEMAT, the accompanying Final Supplemental Environmental Impact Statement also completed an assessment of impacts to the human population. That analysis included quantitative estimates of impacts to timber-based employment, although not to recreation-based industries. Consideration was given to the impacts to communities affected with "higher risk" communities more likely to experience unemployment, increased poverty, and social disruption in the absence of assistance. The EIS also examined impacts to American Indian people and cultures, particularly with respect to impacts of disturbance on fisheries and cultural sites.

The Forest Service Economic and Social Analysis Handbook (Sect. 33.3--2) also identifies a number of variables to be included in impact assessments, including lifestyles, attitudes, beliefs and values, social organization (including community stability), population, land use patterns and civil rights. This handbook also argues that "it does not matter whether data are quantitative or qualitative in nature because we are usually concerned more with the direction rather than the increment.. . "

The literature, EIS scoping sessions, and, most importantly, the perceptions of social panelists, resulted in the set of variables used to evaluate the alternatives in this report: (1) effects on small, rural communities and quality of life; (2) effects on predictability of flows of goods and services from public lands; (3) effects on public access to decision-making; (4) effects on private property; and (5) effects on additional concerns of American Indians. The section on environmental consequences defines each of these in greater detail.

Methods

The principal method used to evaluate impacts was use of panels of members of the public selected to represent the diversity of values and interests potentially impacted by the proposed alternatives. In addition, members representing many of the American Indian tribes with interests in natural resources was also formed to examine the alternatives. Members of panels are listed in Appendix A.

Panelists were provided information describing the purpose and need for the EIS, the proposed action, brief descriptions of each alternative. and summaries of information available several days prior to convening of the panel (see Appendix B for the data provided panelists). The panel was organized around a process, as shown in the Agenda listed in Appendix C. In addition, panelists were requested to complete a short workbook (Appendix D) which contained a number of questions for each alternative (based on the original evaluation criteria-once each panel commenced, the agenda was significantly modified based on panelists' concerns. Appendix E contains the detailed notes taken during the panels (many of which were listed on in-room flip charts).

Overview of Panelists' Impressions

This section summarizes some of the key concerns expressed in all three panels. They are provided as context for understanding how panelists approached the process of evaluating alternatives. Comments specific to individual alternatives or individual' evaluation criteria are included in subsequent sections and in the appendices.

1. Panelists felt that NEPA was not the appropriate forum for discussing ecosystem management, perceiving that the real issues were much broader policy and legal concerns that go well beyond the scope of an EIS. They questioned the abundance of fine-scale direction and concerns reflected in the affected environment and objectives and standards. Many panelists discussed sweeping changes that appeared to be needed, such as agency reform, current legal structure (grounded in multiple use) applicable to the Forest Service and BLM, and related key policies that they perceived greatly affected the agencies' ability to successfully implement ecosystem management.

The manner in which the EIS planning process was carried out by the Forest Service and BLM was a particular point of concern for tribal representatives on the panel. In their view, the process had made inadequate advances in incorporating tribal expertise and cultural perspectives in development of alternatives. They believed that the timing of the tribes' major involvement with the EISs, during a period to evaluate alternatives, ran counter to the principles of consultation. Tribal panelists perceived that federal agencies approach the tribes for their "reaction" to documents developed almost wholly by non-Indian personnel, when the tribes possess information that could be crucial in framing management approaches.

The tribes expect a consultation process that is full and meaningful at every stage of alternative development, and were not satisfied that the objectives contained in the EISs to incorporate tribal concerns would provide for adequate consultation as defined by the tribes.

2. Panelists were frustrated that information on implementation was not available, believing that this was critical to understanding social consequences. The objectives and standards provided some direction, but left many questions unanswered. Panelists appeared to believe that how the objectives would be implemented was as critical to understanding social consequences as the objectives themselves--that these two aspects could not really be separated. This was the source of much uncertainty in panelists' evaluations of individual alternatives. For example, many questions were asked about restoration and how it would be accomplished. Panelists also perceived that concerns about biophysical resources were driving the alternatives, despite the rhetoric about social and economic considerations. For example, they pointed to the lack of social or economic factors in development of the integrity indices and forest and range clusters.

They were especially dissatisfied with what they considered to be uneven and often invalid assumptions regarding project budgets. They felt that some objectives and activity prescriptions had been developed with budget constraints, while others either assumed flat-line budgets (which was highly questioned) or appeared to ignore budget considerations altogether. Many panelists suggested a better approach would have been either to cost out the alternatives or develop alternatives based on different levels of investment.

3. A special concern related to implementation was the lack of specificity on the role of the public and local, state, and tribal governments. They viewed this as a critical aspect of implementation for the ecosystem management alternatives. Without information on how this coordination would take place, the public's access to decision making remained a question mark. A related concern was lack of information on how other federal agencies would work with these other entities to coordinate across the many jurisdictional boundaries to accomplish the societal goals and conditions inherent under ecosystem management.

The tribal panelists had an added concern regarding consultation and their unique role as a sovereign nation. They objected to the theme descriptions which lumped tribal governments together with local and state governments, believing that this was another reflection of the agencies' lack of recognition of the special status of tribes afforded by treaties and laws. They believed that consultation was viewed very differently by tribal and federal governments and that tribal interests and definitions were continuing to be left out of the process.

4. Panelists communicated in no uncertain terms the importance of doing a better job of communicating to the public in the EISs. They believed that much scientific jargon was present and had difficulty understanding the complexities of the alternatives-difficulty they believed would not have been removed with more time or more information. The UCRB panel was not pleased that EIS project managers were not available, and that project leadership was represented for just a small portion of the panel session.

Estimates of Social Consequences

This section identifies preliminary social consequences of the alternatives proposed in the two EISs. The seven alternatives that are evaluated are the same for both EISs, although separate panels were held for the Eastside and Upper Columbia areas. This section discusses the alternatives and estimated social consequences, both in terms of responses from panelists and through the application of information available to the authors.

Consequences are presented via descriptions of each of the impact criteria identified by the panels. As noted earlier, several impact variables were considered and additional ones were suggested. Equity, a major concern of panelists, and one also suggested by the literature, was not evaluated separately, but included as a consideration under each of the other major criteria. Effects on scenery and recreation are discussed under communities and quality of life.

Effects on Predictability

Introduction

The predictability of flows of goods and services resulting from the alternatives is an issue apart from the actual periodic amount of goods and services that would be provided under each alternative. This is an issue for ecosystem management in particular for two main reasons. First, ecosystem management recognizes that there are limits to predictability (Haynes and others 1.996); this acknowledgment then raises into question the ability to accurately predict flows of goods and services from those ecosystems. Second, ecosystem management is based on the principle of managing to achieve desired ecosystem conditions, functions, and processes--not to achieve targeted levels of goods and services, which are viewed as byproducts of restoring and maintaining healthy ecosystems. Ecosystem management deals with these issues through adaptive management--continual adjustment of management activities based on new knowledge gained. This continual adjustment implies a lack of long-term predictability regarding flows of goods and services, as well as ecosystem conditions.

These, and other factors such as recent wide fluctuations in flows of goods and services, emphasize the importance of predictability as an ecosystem management issue. This is reflected in the purpose and need, issues, and goal statements in the draft environmental impact statements.

During the ICBEMP project, the issue of predictability has been voiced by diverse interests, although the issue is most commonly brought up in the context of timber harvest levels. Past confusions about. variables such as annual sale quantity (ASQ), which has been viewed by the Forest Service as a maximum capability, but by others as an actual target, have compounded the issue.

However, predictability is also an issue to other resource users. Ranchers who graze cattle on federal lands have come to view allotments as a property right-suggesting the high levels of predictability that come with this right--while others have suggested that this is not the correct view, and that allotments should be more flexible. Recreation industries and visitors also are concerned about predictability, from outfitting and guiding industries that depend on federal management to allow their businesses to continue--both in terms of their ability to use federal lands as well as the conditions of those lands--to recreation visitors who assume that the places they've always visited and cared about on federal lands will be continue to provide the types of experiences they've had there in the past. sometimes for generations.

Predictability also is an important concern to American Indians, who have seen resources on which they depend on for subsistence, ritual, and culture, dwindle away and in some cases disappear completely. Panelists stated that the Indians who signed treaties in the mid-1850s never could have predicted that one day the massive fish runs of their time would be either gone or in imminent danger, or that pollution and landscape alteration could ever reach existing levels.

This criterion is concerned with the predictability of the flows of economic goods and services resulting from the alternatives. It should also be clear that people are concerned about the predictability of ecosystem health. The health of forests, rangelands, and aquatic systems is a social value as well as the economic opportunities that result from those conditions. The predictability of achieving ecosystem health can be found in the other evaluations of alternatives (aquatic, terrestrial, landscape ecology).

Criteria

The variability of supply of timber or other resource commodities that flow from federal lands is one way to address predictability and has been a common theme in comments received from the public during EIS scoping sessions. Increased levels and types of opportunities for public involvement provide another manner of addressing predictability. The rationale behind this assumes that stakeholders, by working together and with the agencies over time, will come to common understandings regarding the likelihood that various activities will actually be implemented. For example, timber industry representatives would gain a better understanding of the likelihood that a given sale would be appealed, and could work with the agency and potential appellants to reduce this likelihood.

A third way to address predictability is through the various measures proposed to restore ecosystem health. One way this could affect predictability of flows of goods and services is to reduce the risk of "catastrophic" fires that can suddenly change anticipated flows of many types of goods and services. A fourth way is that by taking better care of endangered species (i.e., achieving better compliance with

laws), resource flows would be less likely to be disrupted by successful appeals based on agency non-compliance. A related hypothesis is that by achieving long-term ecosystem health, resource uses at sustainable levels will be more likely to be achieved over the long term. One of the philosophies of ecosystem management is that long-term health will lead to greater predictability of a wider range of societal benefits, including not just commodity production opportunities but recreation and amenities, fish and wildlife habitat, and clean water.

Relevant objectives and standards

Alternatives 3-7 contain an objective that addresses predictability directly regarding levels of timber harvest:

> SE-02: Avoid large shifts in commercial activity that cause rapid changes in demand for labor (gain or loss of jobs) and capital (investments in plant and equipment) by offering commercial timber for sale at an amount consistent with the volume available from the acreage of timber harvest planned in tables 3-12 (See standard S-S3). Limit annual variations in timber production by no more than plus or minus 15 percent for Alts. 3 and 5. plus or minus 25 percent for Alt. 4, plus or minus 50 percent for Alt. 7, and plus 10 or minus 20 percent for Alt. 6.

An accompanying standard mandates achieving this direction unless an exemption is granted from the Regional Foresters based on "circumstances which make the objective attainable." The wording of this objective appears to accept the greatest uncertainty (i.e., lack of predictability) in Alt. 7 because this has the widest allowable range; predictability is allowed to vary second-most under Alt. 4. Alts. 3 and 5 are designed to allow the greatest predictability, while Alt. 6 is designed to allow more predictability under rather than over anticipated harvest levels. The wording of the objective appears to value stability in harvest levels over increases in them, capping increases over anticipated harvest levels as well as limiting reductions.

The EISs address predictability through public participation with one objective that applies only to Alternatives 3-7.

> SE-010: To help achieve greater predictability for outcomes from lands managed by the Forest Service or BLM and better public ownership of decisions, by providing increased levels and types of opportunities for involvement of the public. Within 1 year develop and implement a systematic approach to seeking the knowledge and opinions of a broad range of stakeholders through methods that encourage discussion, understanding and resolution of issues.

Other various objectives and standards developed with respect to vegetation and disturbance processes are designed to reduce risk and uncertainty and increase predictability. These may be found in the draft EIS.

Evaluation of alternatives

Several participants questioned the value of this criterion, while others felt it was very important. One panel member representing timber interests voiced his frustrations by stating, "Sure, the level of

harvest is important-but whatever timber volume comes out, just make sure we can count on it." Other panelists representing counties expressed concern over drops in payments to counties through various revenue-sharing programs--money that is used by local governments to support roads and schools. They pointed to the region-wide population growth that is occurring, saying that someone has to pay for all of the infrastructure to support new residents, and that a lack of predictability in payments to counties--as well as a drop in the actual level--has been and will continue to be a real problem, especially for counties that have depended on revenue sharing for significant portions of their budgets.

In completing the workbooks, panelists rated the alternatives in how likely they would be to achieve stability in outputs from federally administered lands. Stability implies flows that are consistent and predictable, rather than predictable flows alone (which could fluctuate widely--but in predictable cycles) but the concepts are similar because the issue is not level of goods and services provided but the extent to which they are assured.

Panelists rated Alt. 1, 2, and 7 as the least likely to produce stable flows. The low ratings of Alts. 1 and 2 were based on the lack of predictability in timber harvest levels over recent years, when actual levels were far lower than the levels anticipated, due in large part to successful and threatened appeals over threatened-and endangered species and habitat conditions. Panelists saw little potential for this changing under existing management direction. The ratings of Alt. 7 appeared to be based in part on the likelihood that this would be a socially divisive alternative that could lead to uncertainty regarding implementation. Panelists who rated this alternative as likely to produce high levels of stability commented that "It's easy to predict 0."

Of the remaining alternatives, Alt. 4 was judged to provide the most stable levels of outputs, although still in the moderate rather than the high range. Uncertainty about stable outputs was highest in Alt. 5, due to panelists' uncertainties about what would actually happen under this alternative in general. Alts. 3 and 6 were rated somewhere in between.

Panelists' conversations reflected this same pattern, as did the UCRB panelists'. completion of the work sheet evaluating the predictability of goods and services under Alts. 2, 4, and 7. Nearly all of the UCRB panelists rated Alt. 4 as more likely than Alt. 2 to produce predictable levels of goods and services, especially over the'long term. It was generally thought that Alt. 4 would be more likely to produce predictable (and high) levels of goods and services over the short term as well, because of the higher anticipated levels of activity. Nearly all panelists, however, made it clear that this was based on the assumption that adequate funding would be available--which many panelists doubted would actually be the case.

Mitigation and Monitoring

Clearly, with predictability such a great concern, monitoring becomes an essential, even critical element of the ecosystem-based alternatives. Monitoring is needed not only to assess whether timber and other resource outputs are within the range expected, but also to determine if predicted annual outputs are close to those actually occurring. A major question revolves around the geographical scale of predictability, whether it should be monitored at the EIS area level, or at some finer scale. An appropriate mitigation strategy would be to convene a panel of experts and publics to deal with this question.

Effects on Access to Decision Making

Introduction

In an assessment of social conditions in the interior Columbia River Basin, McCool and others (1996) concluded that social scientists, members of the public, and federal agencies believe that ecosystem management requires greater levels of public participation, especially for collaborative efforts that foster mutual learning and the search for consensus on complex, contentious natural resource and public land management issues.

Others (Krannich 1994, Schlager and Freimund 1994) have described the lack of institutional arrangements for this collaboration as a 'major barrier to implementing ecosystem management. A related debate is the role of the public, local and state governments, and other stakeholders in public land management--specifically whether the appropriate role is to provide information, work toward consensus, or actually share in the decision process. Yaffee and Wondolleck (1994) among others have identified many ongoing efforts, some initiated by the agencies and some that began as grass-roots efforts of citizens concerned about resource management in a given region, that have successfully expanded public participation in resource management decisions and implementation. Current trends suggest that the public is demanding more meaningful participation in public lands decisions, which suggests that agencies can either choose to accommodate these desires or ignore them, with the latter choice presenting substantial risks to the maintenance of public support.

Criteria

The UCRB panel called this criterion "enfranchisement" rather than the eastside panel's "access to decision making," but it was significant that both groups used these terms, rather than public involvement or participation. Members of all three panels expressed frustration, saying the current decision making process has left people behind, resulting in management practices that are not acceptable. Involving people in meaningful ways, the panelists believed, required demonstrated efforts to effectively document and respond to public concerns, providing adequate opportunities to listen, and showing a commitment to follow through with public decisions about public lands. There was a clear preference among panelists not to rely on the courts to make decisions, but to work things out jointly at a local level.

Access to decision making is viewed as a cornerstone of successful, implementable management, and is especially important given that ecosystem management cannot be accomplished without people working together across agencies, jurisdictions, and ownerships (Smith and other 1995).

Relevant Objectives and Standards

Alternatives 1 and 2 address public involvement and participation in a variety of ways, as explained in the draft EISs. Techniques and commitment to involving the public vary widely across the Basin, from the minimum required by NEPA to substantial efforts designed to actively seek out public knowledge, values, and opinions for application to public land management decisions. For areas of the Basin that overlap with regions covered by the Northwest Forest Plan, Province Advisory Committees have been formed to address resource management issues. For the remaining areas, the Forest Service and BLM

have created Resource Advisory Committees (RACs) to provide recommendations on a subregional scale.

The other alternatives contain additional direction in a number of ways. Several objectives directly mention new ways of public involvement, such as SE-08:

> To increase public ownership of decisions, begin greater collaboration through increased intergovernmental coordination with local, state, and tribal governments, and interagency coordination with other federal agencies in planning, implementation, and monitoring efforts in order to seek the knowledge and opinions from governmental agencies.

A related standard requires National Forests and BLM districts to sign MOUs or similar agreements with local, state, and tribal governments within 2 years, to describe how they will work together to accomplish mutual objectives. Another objective (SE-010) directs agencies to provide increased levels of opportunities for involvement: methods that encourage discussion, understanding, and resolution of issues are especially emphasized.

Alts. 3-7 contain additional provisions for public participation, including ecosystem analysis at the watershed scale. The goal is to involve people who care about a given watershed in the inventory of social, economic, physical, and biological resources in individual watersheds, and also to help set objectives for their management. Alternative 3's theme contains an additional emphasis on involvement of local residents, while Alt. 5 contains language about coordination at the regional scale.

Evaluation of Alternatives

Eastside and UCRB panel members did not view Alts. 1 and 2 as making changes in existing patterns of access to decision making, one of the most important reasons why these alternatives were viewed as unacceptable. The additional provisions of Alts 3-7 at least provided hope that significant changes would be made. The groups were not talking about holding 'more public meetings, but about the need for a dramatic change in how decisions are made. Panelists were concerned that the details of public participation were not provided in an implementation plan, so they could not judge the actual level of agency commitments. Until these details are known, for many the role of the public will remain words on paper that have little meaning. Panelists viewed Alt. 4 as more likely than Alt. 2 to promote local participation and ownership in federal land management decisions, but only if faithfully carried out. Alternative 7 was viewed less positively due to the restricted decision space available--the reserves, with most activities prohibited, were not perceived to have room for public participation in management decisions.

One of the most important concerns of American Indians was consultation, which was viewed not as an event, but as an ongoing process. They did not believe that any of the alternatives met the need for ongoing consultation with Indian tribes.

Indian panelists emphasized the importance. of agency willingness to sit at the same table and discuss how trust and treaty responsibilities could be met through public land management activities. The primary message, repeated again and again, was "You have not listened, and even when you have, we have not been heard." Panelists said that tribes need to be involved on an ongoing basis in planning

actions on federal lands, with consultation extending beyond the requirements of NEPA. Panelists indicated that from the tribal perspective, NEPA is not a tribal law, and consultation with the tribes should not be forced into this box. Panelists perceived consultation to be a continual dialogue that results in decisions that reflect tribal concerns, treaty rights, and trust responsibilities; within this stream of dialogue, then there is room to talk about NEPA and individual projects. Tribal panelists were especially concerned that tribes are often consulted late in the process, after many decisions have been made and the scope of the decision narrowed.

Alternatives 3-7, if implemented as planned and followed through with regard to public participation, may ultimately result in greater social acceptability and public ownership of decisions. Even if decisions are not as acceptable, they will be better understood, and perhaps less subject to appeal if diverse viewpoints have been considered and incorporated to the extent possible.

The Social Assessment found support at the national as well as local level for paying more attention to the people who will be most affected by local public land management decisions--perceived by most to be local and regional residents. However, concerns about equity have been raised when an increased emphasis is placed on local participation. For example, a recent report by the Chairman of the Sierra Club to its Board of Directors (November 18, 1995) demonstrates a concern for the potential biases inherent in local access to decision-making:

> Instead of having national rules hammered out to reflect majority rule in the nation, transfer of power to a local venue implies decision-making by a very different majority--in a much smaller population. ..we should worry about agencies abdicating responsibility for the overall interests of the public...

In evaluating this concern for possible inequity, it is important to recognize that agencies cannot legally abdicate decision authority. In addition, the Federal Advisory Committee Act was designed to mitigate this and similar concerns by providing balanced membership in advisory groups. The issue of local, regional, and national balance is always a consideration even in groups not formally chartered under FACA, and a number of ways to address this concern have been successfully implemented.

Mitigation and Monitoring

Monitoring of public access to decision making should involve not just counting the number of meetings or participants, but measures of the perceptions of participants regarding their role in the decision making process and acceptability of the outcome. Mechanisms for sharing decision making should be explored and implemented on a trial basis. Agencies should seriously consider 'demonstrating their commitment by paying participants for their time and energy as well as their actual expenses. Monitoring is an especially effective way of involving the public; people may not always have the time to become involved in lengthy planning efforts, but may wish to be active in checking whether the agencies did what they agreed to, and whether the actions were effective.

Although recent changes in FACA make involvement of local, state, and tribal governments more possible, there are no additional provisions for public participation on an ongoing basis. The agencies should explore possible changes to FACA that would allow groups of stakeholders to meet with

agencies regularly, while still maintaining the balance of representation and avoiding the abuses that FACA was designed to prevent.

The commitment to consultation with American Indiantribes will have to be demonstrated before it can become effective. As one panelist described, "We cannot have trust without responsibility, and the federal government has not behaved responsibly." This is one reason why tribal panelists were extremely skeptical of objectives related to consultation. The effectiveness of consultation needs to be measured by tribal members' evaluation of whether consultation goals are being met.

Effects on Private Lands

Introduction

The ICBEMP is designed to result in new direction for management of lands administered by the Forest Service or BLM in the interior Columbia River basin, through eventual amendment of some or all of the 74 plans currently used to manage these lands. The Draft EISs are clear in stating that there will be no attempts to address management of private lands through the process. However, the alternatives may impact private lands in several ways.

First, changes in management of public lands can affect the supply of and demand for goods and services--not just on public lands but on private lands capable of providing similar goods and services. An example provided by the panelists was that reduced timber harvest on public lands has led to increased harvest on private lands. These interactions may be complex, and dependent on many factors outside the control of federal land management agencies.

Second, private lands adjacent public lands may be more directly affected; the EISs describe many of the emerging difficulties in managing the urban-wildland interface area, including fire protection, trespass, and wildlife conflicts. This issue gains importance given the current and projected population increases in the interior Basin, much of which is likely to occur in interface areas.

Third, because ecosystems do not necessarily start and stop at public land boundaries, achieving the goais of restoring ecosystem health may not be possible by activities on public lands alone. In the project area, just over 1/2 of the acreage is administered by the Forest Service or BLM. FEMAT (1993) recommended that "federal agencies be encouraged to provide leadership by moving beyond the limits of federal jurisdictions to engage states, tribes, forest industry, and other private forest managers as equal and essential partners in discussing their relative roles in sustaining the region's forests and communities." Such statements, however, inspire great concern among some segments of the public, who view ecosystem management as a possible intrusion on private property rights.

Criteria

Because of the explicit lack of objectives and programs in the EISs relating to private lands and the lack of some types of critical information (such as species viability), it is difficult to distinguish the effects of the alternatives on private property beyond general concerns expressed by panelists. However, some criteria that could indirectly help gauge the effects of alternatives include the degree to which actions are coordinated between public and private ownerships, the degree to which wildland fire risks are

reduced, and the number and type of incentives that extend to private landowners to attain mutually beneficial objectives.

Relevant Objectives and Standards

The intent is to refine management on Forest Service and BLM lands only, so there is little mention of objectives addressing private lands. One of the only exceptions is SE-07, which applies to Alts. 3-7:

> Reduce the risk of life and property loss due to wildfire and decrease future wildfire suppression costs by actively managing wildland fuels on areas of Forest Service and BLM administered lands within or adjacent to wildland-urban interface areas.

A related standard calls for coordinating this objective with local governments. The alternatives do not propose any other processes for direct involvement of private lands, such as incentives for landowners to work toward mutual ecosystem health objectives.

Other activities called for in Alternatives 3-7 indirectly involve private lands: for example, ecosystem assessment at the watershed scale involves inventory of resources and conditions in watersheds at the local level. Conditions across watersheds are studied in this process, to provide a context for management of federal lands by assessing interactions with resources and conditions located on non-federal lands. It is recognized that just studying conditions on non-federal lands can be controversial. For example, the federal guide to conducting ecosystem assessment recognizes that even with voluntary landowners participation, there may be concerns regarding proprietary data and public access to sensitive information.

Evaluation of Alternatives

Panelists identified a mix of potential effects on private lands. In particular, Alt. 7 was viewed as having a greater effect on private lands compared to the existing situation, because it could shift the burden of providing timber, grazing, and some types of recreation opportunities to private lands. One panelist commented that when private lands become the dominant source of timber, the incentive has been to overcut while prices are high, leading to long-term effects on forest'productivity and ecosystem health.

It also was recognized that creation of large reserves could increase the attraction of the Basin for quality of life migrants who would enjoy the recreational and scenic amenities and other characteristics associated with reserves. This could increase land values, which may encourage subdivision and settlement of the interface areas and lead to loss of agricultural land in some locations. It also was viewed as having the potential to increase conflicts between long-time residents and newcomers who may have different value systems. Other effects mentioned included increased smoke from wildfires left to burn.

Some of the same effects were projected under Alternative 4, in part due to its decrease from current levels of timber harvest and grazing opportunities. However, panelists mentioned that tightening regulation of federal lands to protect endangered species could have the effect of allowing less restriction on private lands. In addition, greater predictability of resource supply and the reduced risk of catastrophic fires could allow private timber owners to better manage their lands. Over the long

term, improvements in ecosystem health were viewed as increasing property values and the desirability of the interior Basin as a place to live and visit. Alternative 4, then, was generally viewed as having fewer effects on private property compared to Alt. 7.

American Indian panelists voiced great concern at the prospect of being asked to "shoulder the conservation burden that the United States left by the wayside of resource exploitation." Panelists cited a planned U.S. Fish and Wildlife rule that would describe contributions necessary from non-federal lands necessary to meet conservation objectives: "The FWS plans to include Indian lands without regard to the special status of Indian trust lands under federal law." A critical related issue to the tribes was the severe restrictions on treaty-protected fisheries that have been made because of past and ongoing resource exploitation for economic purposes.

The potential for shifting impacts from public to private lands could be mitigated by close coordination with local landowners and local governments. Alternative 3, which focuses attention on local coordination, could prove more successful at accomplishing this.

Increased protection of wildland-urban interface areas from wildfire would undoubtedly protect property and lives, but also could have the effect of encouraging additional development in the interface areas, increasing the likelihood of other problems and conflicts developing.

The success of restoring ecosystem health under all alternatives may depend in part on actions taken by private landowners. The lack of positive incentives for private landowners to participate on a voluntary basis may detract from this effort. The success of public participation efforts undertaken under Alts. 3-7 has the potential to determine local landowners' willingness to participate in ecosystem management. Involvement of local govemments'in a meaningful way also could advance cooperation among federal and non-federal land managers. Successful consultation with Indian tribes could lead to increased coordination of management activities.

Monitoring and Mitigation

As suggested above, the presence of positive incentives to voluntarily help achieve ecosystem health, coupled with a strong and effective public participation program and increased access to decision making, could encourage private landowners to work with federal, state, and local governments to identify and achieve mutually agreeable ecosystem objectives.

Monitoring effects on private lands would have to be tempered by the strong desires of private landowners to maintain privacy. Data collection efforts would need to be accomplished by individuals that are trusted and not associated with regulatory authority, and participation would necessarily be voluntary to assure that individuals maintain proprietary decision-making authority over actions taken on their lands.

The ability to understand what types of shifts in demands for resources may result from the implementation of alternatives would appear to require an initial dialogue with private landowners and their associations on what types of information would be mutually agreeable to track over time. An examination of existing arrangements of public/private partnerships could be helpful to understand the conditions that have led to successful cooperation in the past.

Effects on Communities and Quality of Life

Introduction

Community is a concept fundamental to understanding people and how they interact with the environment, yet its definition has remained elusive and controversial in the literature (Fitchen 1991). The term community can have several definitions. Communities can be groups of like-minded people who gain strength from their relationships and associations. Communities of interest, as these groups are called, can be people employed in a similar profession, people who participate in the same activities, or those who share a set of values--examples are the ranching community, or the environmental community. Of particular importance are occupationally based communities that derive their livelihood from natural resources. These groups often have identities strongly associated, with their livelihood.

Community also has a more traditional definition--a spatially-defined place such as a town. This is an important scale because the community is where people socialize, work. shop, and raise their children. It is often the focus of peoples' social lives. Counties are an important political scale to consider. but leaving the discussion at that level would mask the many differences among communities within a given county.

Another aspect of community is the quality of life of its residents, also an issue identified in the EIS scoping process. Quality of life can be loosely identified as the combination of economic, political, psychological. social, cultural and environmental characteristics that make a community an attractive place to live. Areas with high quality of life tend to retain existing residents and attract new ones.

Quality of life cannot be measured simply by relying on easily measured social indicators (Little and Krannich, 1989); these need to be supplemented with perceptions of people, and how they define quality of life. Some of the things people typically base their evaluations on include opportunities for employment, feeling a part of the community, having a sense of control over decisions that affect their future and the future of their community, knowing that government is acting in ways that benefit people equitably, living without fear of crime or environmental hazards, and feeling confident that one's children have a fair start in life. Other considerations include the attractiveness and aesthetics of the environment where one lives and the quality of services such as infrastructure, medical care, education, and commercial services.

From a Basinwide perspective, the baseline level of quality of life in small, rural communities is considered high. Eighty percent of the community residents who attended one of the Community Self-Assessment workshops held in 198 small, rural communities in the interior Basin rated the quality of life in their community as higher than that in most towns.

The Social Assessment described small, rural communities in the interior Basin in terms of their resiliency-their ability to successfully cope with change. Resiliency, like the FEMAT concept of "community capacity" depends on a number of community characteristics, including economic strength and diversity, population size, infrastructure, amenities such as attractiveness of the town and surrounding country, and human capital such as civic leadership and social cohesion.

The assumption is that larger communities with currently high levels of resiliency will not be greatly affected by federal land management actions within the range of activity displayed by the alternatives. As noted above, this does not mean that groups of families or individual members of larger communities are not affected by changes in flows of resource commodities and other goods and services from federally administered lands, but simply that smaller communities, because of their tendency to possess lower levels of economic diversity and resiliency, may be more sensitive to changing conditions.

Generalizing the effects of the alternatives on communities 'and quality of life within the Basin must be recognized as highly problematic because communities vary greatly in terms of size, economic structure, setting, and relationship to federally managed natural resources. Communities are nested within larger levels of social organization and a host of exogenous factors-in addition to federal land management policy-may affect their future. Even communities located in close proximity to Forest Service or BLM administered lands may experience entirely different effects from the same alternative. Finally, actions that benefit a community as a whole may not benefit all of its members or all communities of interest; there will always be distributive effects within communities.

Criteria

Management of federal lands could potentially affect communities in several ways-through provision of employment and income via resource commodity production and processing, promotion of recreation opportunities for local residents and as a basis for tourism, support of. community attractiveness via provision of high quality scenery, healthy forests and clean air and water: through revenue sharing payments; and through placement of federal employees in small communities.

Jobs and Income

The effects of changes in jobs is influenced by several intervening variables. These include the resiliency of the community, the presence of wood processing and manufacturing facilities in the community, availability of job retraining programs, community activities to prepare for change and/or strategies to attract new business and industry, proportion of the county budget dependent on federal resource revenue sharing programs, population growth and migration patterns into and out of the community, and the stability of projected harvestable timber flows. The number and variability of these intervening variables coupled with the sheer number of small communities in the Basin prohibits identifying impacts of the alternatives on specific communities.

The EIS establishes objectives and standards for economic uses of federally administered lands to mitigate impacts for Alternatives 3-7:

SE-05: Emphasize customary economic uses in rural communities or geographic areas identified as less economically diverse and more dependent on outputs of goods and services from Forest Service and BLM administered lands based on: (1) where these uses generate a substantial percent of local employment: (2) that are geographically isolated: and (3) that are not gaining substantial employment opportunities in other industries. These areas are henceforth referred to as priority areas. Prioritize activities on tables 3-12 and 3-13 in

these areas to promote such customary uses as well as new activities in these priority areas.

SE-S2: Priority areas shall be established in the Record of Decision. Changes to priority areas shall occur by amendments to land use plans. Priority areas shall be reassessed every five years to determine if conditions warrant a change in priority areas designation

Objectives and standards specific to community resiliency that relate to Alternatives 3-7. There are no parallel objectives and standards for Alternatives l-2.

SE-06: Within three years support rural communities in their efforts to become more resilient by implementing policies which favor local labor, resources and knowledge and local use of resources from Forest Service and BLM-administered lands in the implementation of objectives SE-01, SE-02, SE-03, SE-08, and SE-018.

SE-07 Within three years support local strategies that enhance social and economic conditions in rural communities. Define a federal agency role which assists in providing developmental, tourism, and recreational activities that help diversify rural economies and improve quality of life.

SE-08 Reduce the risk of life and property loss due to wildfire and decrease future wildfire suppression costs by actively managing wildland fuels on areas of Forest Service and BLM administered lands within or adjacent to wildland-urban interface areas.

SE-S3 Involve local governments plus other landowners organizations as appropriate in development of coordinated fuel management plans and priorities.

Recreation and Access

Access to recreation opportunities is an important component of quality of life and contributes to the vitality of small communities in the Basin. Many Basin residents live here because they enjoy recreational opportunities found on federally administered lands. The economic values associated with recreation settings and activities are considerable in the Basin: Haynes and Horne (1995) identified recreation as the highest value use of federal lands in the Basin.

The tool utilized in this analysis to measure variation among alternatives in recreation opportunities in the Basin is the Recreation Opportunity Spectrum (ROS), which identifies the type of recreational experience available to a visitor. The ROS is a national system within the Forest Service for categorizing the supply of recreational settings. Within the ICBEMP the seven standard ROS categories have been collapsed to three groupings: primitive/semi-primitive, roaded natural, and rural/urban. The presence or absence of roads is the primary determinant in ROS classifications, and blocks of land greater than 2500 acres in size that are more than one half mile from a road are classified as primitive/semi-primitive.

Of particular significance to recreation is the large amount of primitive and semi-primitive recreation opportunity in the Basin. From a national perspective the region has a comparative advantage in the amount of primitive/semi-primitive recreation opportunities - the basin has more large areas in this wildland-type classification than any other region in the continental United States. These areas combine exceptional scenery with an experience of solitude that draws visitors from a national and international constituency.

Changes in road management, such as closures and decommissioning, may decrease accessibility for both roaded natural and primitive/semi-primitive opportunities. An additional issue surrounding the question of access deals with the capability of people with disabilities to utilize facilities and programs provided on federally administered lands. The alternatives do not address the concern of access for people with disabilities.

The draft EIS has several objectives and one standard that relates to the provision of recreation opportunities. Alts. 1 and 2 do not contain new objectives or standards (except for SE-011), so the objectives SE-012 through SE-014 apply only to Alts. 3-7. Alts. 1 and 2 anticipate that the recreation objectives in existing plans will be carried out.

SE-O 11 (Alts. l-3) Manage for a broad range of resource-dependent, land and water-based recreation opportunities to provide a variety of recreation experiences and outcomes. (Alt. 4) In addition, identify opportunities to capitalize on restoration efforts by creating new opportunities for low-impact, nature-appreciative recreation and tourism. (Alt. 5) In areas where recreation is the primary emphasis, emphasize the most appropriate recreation and tourism opportunities that reflect current and projected demand and from which public lands are best suited. (Ah. 6) Same as Ah. 4; In addition, identify opportunities to capitalize on restoration efforts by creating new opportunities for low-impact, nature-appreciative recreation and tourism. (Ah. 7) In areas outside reserves, same as Alts. 1, 2. and 3. Provide additional opportunities for primitive and semi-primitive recreation in reserves.

Standard SE-S5: (Alts. 1, 2. 3, 4, and 6) Use the ROS or other appropriate agency direction to guide inventory and management to meet goals for recreation settings and experiences. (Alt. 7) Outside reserves, same as above. Manage reserves for primitive and semi-primitive settings.

SE-012 Identify opportunities to provide public access for land and water-based recreation purposes.

SE-013 Foster and strengthen partnerships between public and private sectors to raise the quality and quantity of recreation and tourism facilities and services, to avoid duplication, and to share resources.

SE-014 Take actions that will lead to recreation programs operating in a financially self-supporting manner.

Scenery

Communities are affected by the surrounding scenic condition, as an attractive natural setting contributes to perceptions of community desirability. In general, scenic conditions within the Basin are very good, with several major portions of the Basin representing perhaps the most visually intact areas within the contiguous United States (Galliano and Loeffler 1995). A high quality scenic backdrop helps to attract new businesses, and growth in the Basin can be related to the high quality amenities in the region, of which scenery is an integral part (Rasker 1995). Population growth of high amenity recreation counties in the basin (Johnson and Beale 1995) has been a major driver of economic growth and job opportunities (Haynes and Horne 1996).

The tool utilized in this analysis to measure variation among alternatives of the quality of scenery in the Basin is scenic integrity, which refers to visual "intactness" of a landscape, based largely on the evidence of human disturbance. Where human alterations of naturally evolving or naturally appearing landscapes are more evident, the lower the scenic integrity. In developing an existing scenic integrity inventory for the ICBEMP, classifications utilized five categories: Very High (settings.where the landscape is visually intact with only minute deviations), High (settings where the landscape appears intact), Moderately High (settings where the landscape appears slightly fragmented), Moderately Low (settings where the landscape appears fragmented) and Low (settings where the landscape appears heavily fragmented).

The EISs contain several objectives that directly address scenery as it relates to quality of life in the Basin. Note that there is one objective for Alts. 1 and 2, but three different objectives for Alts. 3 through 7.

Alt. 1 and 2	Meet established visual quality objectives based on management principles and techniques from the applicable agency visual landscape management system.
SE-015	Enhance scenic integrity in areas currently rated as low or moderately low by implementing management activities for forest and range vegetation and road densities at the levels described in tables 3-12.
SE-016	Maintain the highest level of scenic integrity and decrease short- and long-term risks from wildfire by implementing activities for forest and range vegetation and road densities at the levels described in tables 3-12.
SE-017	Protect human health and decrease short- and long-term risks of degraded air quality from wildfire by implementing vegetation management activities at the levels in tables 3-12.

Payments to Counties

County governments provide many community services in rural areas, from police and fire protection to road maintenance, libraries, and other social services. Local school districts, which operate as independent units of government in each of the states in the interior Basin, are an additional institutional fixture within communities, and the schools they administer offer highly important focal

points for community cohesion, supplying community educational needs as well as cultural and athletic events that draw the community together.

Both county governments and school districts in the ICB are the recipients of federal revenue sharing payments, based on the amount of federal land in the county and the value of the commodities extracted in a given year.. The magnitude of these payments have corresponding effects on the communities within these larger institutional units receiving revenue sharing payments. The higher the harvest value, the more money returned to roads to schools.

Schmidt (1995) examined levels of federal revenue sharing in ICBEMP counties over recent years to understand the significance of both PILT and 25 percent payments to the support of these important community institutions and discovered that only a minority of the counties in the Basin receive additional benefits from the added revenues from the 25 percent fund. The majority of counties in the Basin would receive baseline PILT payments of $0.75 per acre regardless of harvest revenue, but 31 counties receive additional benefits based on commodity extractions.

Alts. 1 and 2 do not show any new objectives or standards relating to revenue sharing from federal lands, but Alts. 3-7 contain one objective:

SE-09	Improve stability of Federal payments to local governments to contribute to long-term budget consistency and planning of local government revenues through increased predictability (S-01) of goods and services from federal lands.

Evaluation of the Alternatives

Panelists in the Eastside and UCRB were uncertain regarding likely effects on communities, although there was a general sentiment that current plans, as reflected by Alts. 1 and 2, do not resolve key issues. Declines of forest health, fish populations, and the potential negative consequences of wildland fires, did not appear to be adequately addressed by Alts. 1 and 2, making it likely that these alternatives would be less socially acceptable than Alts. 3-7.

For small rural communities in the Basin, continued management of timber on federal lands and access to rangelands for grazing 'is viewed as a significant issue. Alt. 1 represents a policy direction that has had been significantly modified and to which a return is not possible. At the Basin level, harvestable timber volume is expected to decline over the current situation for all alternatives. However, the ranges attached to timber volume estimates associated with the alternatives are large and overlap to some extent across all alternatives. This questions whether the alternatives actually differ on this key variable.

In the Eastside area, Alt. 2 (which can be more realistically described as the current policy direction) yields the highest average timber harvest volume. Of the ecosystem based alternatives, Alt. 5 results in the lowest decrease in volume from Alt. 2. In the Upper Columbia area, Alts. 3 and 5 yield the highest volumes, which are significantly above levels in Alt. 2. In terms of range forage, all alternatives except for Alt. 7 show modest declines in animal unit months and federal range dependent jobs. Alt. 7 would result in a 50% loss (430) in these jobs, 75% of this impact would be felt in the Upper Columbia

Basin. No projections are currently available regarding the effects on other types of jobs that depend to some extent on federal administration of resources, such as those in the recreation and tourism industry.

It is difficult to estimate the effect to sustainable and predictable supplies of goods and services of the general social-economic objectives relating to jobs and income identified above. They tend to be consistent across alternatives, with the exception that Alts. 3-7 differ in the amount of variability in timber production, with Alt. 7 showing the greatest allowable annual variance (plus or minus 50%) and Alts. 3, 5, and 6 showing the least annual variance (although, as noted above, a different set of information provided by the project suggests that estimated variation would be equal across alternatives).

Not enough information was available to identify potential impacts to timber-related occupational categories, because job information was not yet available. Ranching associated jobs and lifestyles would be most impacted by Alt. 7, which shows a loss of 430 jobs across the Basin. As pointed out in the Economic Assessment, this. number is a very small proportion. of ranching jobs attributable to federal lands in the Basin, and tends to affect larger rather than smaller operations. However, most of this impact would be felt in select areas of the upper basin.

Alt. 1 has not been implemented as planned, resulting in substantial decreases in employment in the wood products industry, and increased uncertainty for communities. Some panel participants felt that the social impacts of reductions in timber harvesting in the Basin have already occurred, while others felt that additional adverse effects were very possible. Participants suggested that equity issues included possible tradeoffs between timber jobs and commercial fishing jobs. Implementation of Alt. 1 may negatively affect recreation and tourism because of declines in fish habitat. Ah. 1 also does not fit into the philosophy of ecosystem-based management, and therefore is contrary to direction of the project. Alt. 1 may have provided more government revenue sharing funds, but it is questionable that this could have been sustained in the long run. There are no new proposed objectives and standards dealing with enhancing community resiliency in either Alts. 1 or 2.

Alt. 4 was viewed by panelists as having higher social acceptability than either Alts. 1 or 2. Alt. 4 may likely result in greater economic diversity because of restoration efforts needed. but could increase inmigration to the Basin and its smaller communities, resulting in higher levels of social conflict because new residents tend to bring different value systems. Because Alt. 4 involves substantial restoration activity, and such activity requires a funding level that is uncertain, it is difficult to evaluate its effects on employment and communities,. although objectives and standards identify a preference for local hiring (as they do for all Alts. 3-7).

Not enough information was provided to determine if wood volume put up for sale under restoration will be profitable for the private sector or of sufficient stability and of such a long term for new processing plants to be developed. Alt. 4, however, may provide employment opportunities by the government and private sectors, thereby keeping youth residing in smaller communities at home and reducing outmigration.

It is unclear what the effects of Alt. 4 may be on revenue sharing. While timber harvest levels are projected to decrease from the current situation, prices may rise, leading to potentially no net change in revenues to county governments, depending on market conditions. Restoration of range lands may

increase forage availability, thereby resulting in a positive effect on ranching, assuming the increased forage can be utilized by cattle. Modeling of this impact apparently was not conducted by the ICBEMP.

Ah. 7 was viewed as having many negative impacts by panelists. It was felt that it carried a greater likelihood of catastrophic events that could move outside the reserves. Alt. 7 may increase scenic integrity and quality of life for many yet also lead to potential increases in inmigration. Such increases in population growth may lead to more subdivisions, thereby increasing population density, habitat fragmentation and wildfire hazard. Such subdivisions may not pay sufficiently for the government services needed by residents. Alt. 7 may also involve much smaller staffing levels for the Forest Service and BLM, leading to negative effects in terms of the availability of skills and knowledge for managing change, and may lead to substantial reductions in resource based revenue sharing. However, some panelists felt that Alt. 7 may force communities to reconsider their economic futures, thereby increasing their resiliency.

Related to scenic condition, Alts. 3, 4 and 7 lead to relatively sizeable proportional increases in lands of high and very high scenic integrity classes within the decade for the Eastside area. These alternatives would be expected to enhance the viability of communities located in the nearby area by making their surrounding settings more visually attractive.

In the Upper Columbia, the situation is somewhat more complex. Nearly two-thirds of federally administered lands in this area are currently rated as high and very high scenic integrity; many of these lands are within designated Wilderness or other protected areas. Alts. 3, 4 and 5 would lead to decreases in scenic integrity and Alt. 7 will experience a modest increase. Therefore, in the Upper Columbia area, we would expect to see community viability affected only in a minor way by shifts in scenic integrity.

Changes in amounts of acreage in both primitive/semi-primitive and roaded natural recreation opportunities are relatively modest under all alternatives and are localized to the lower Clark Fork and Southern Cascades Ecological Reporting Units in Alt. 5. Across the Basin, Alt. 5 represents a reduction of approximately 77,000 hectares in primitive/semi-primitive classes over the current situation. Data provided by the economics staff suggests that this amount of conversion will have little affect on net economic benefits of recreation at the Basin level.

Some panelists argued that the focus on production of timber as a measure to identify community impacts only continued a management emphasis that has traditionally been unbalanced, favoring commodities over investments in amenities, while recreation may be the biggest growth area in the Basin. However, many panelists believed that under current mechanisms for collections, recreation does not pay its way, and thus, remains undervalued. If funded at appropriate levels and systems for income from recreation were established, recreation could be viewed as a commodity.

The lack of revenue returns to counties from the 25 % payment creates disincentives for local officials to support alternatives to reduce timber harvest volumes. Alt. 7 would create a significant drop-off in funds to those counties. that receive revenue sharing payments in excess of PILT. Decreases in timber volume occurring under Alt. 7 may be counterbalanced by increases in prices, thus the effects are uncertain. Only Alt. 1 would be expected to provide levels of revenue sharing in the 25 percent fund that are close to payments made to counties over the past decade.

Panelists commented that the effect of management actions on communities has often been cast as a trade off between recreation and traditional uses, which does not reflect the complementary effects of roads to recreation access, the funding for road maintenance from timber harvests, and the new types of harvest techniques to maintain scenic characteristics.

Panelists also commented that extraction of non-traditional forest resources and the access to these resources is becoming more of an economic issue. Greater returns to the federal Treasury may be provided by some non-timber forest products than by the harvest of wood products. These "special" forest products also increase potential for cross-cultural conflicts, based on different uses and/or harvesting techniques associated with ethnic groups. None of the alternatives appeared to provide' direction regarding contributions to communities of non-timber forest products. Impacts to cultural groups, such as Hispanic and Asians/Pacific Islanders, who use federally administered natural resources for nontraditional forest products are unknown because estimates of harvestability of culturally salient plants and animals was not available.

Road density measures provide *de facto* estimates of access to federally administered lands for a variety of purposes, including access to plant and animal species and culturally important sites for American Indian tribes, access to nontraditional forest products and access to a variety of recreational opportunities.

In the Eastside area, the proportion of land in the highest road density classes (above 1.7 miles per square mile) will decrease significantly under Alts. 3, 4 and 7. There are no major changes in road densities in the other alternatives. Under none of the alternatives will there be increases in the lowest road density classes, suggesting that access in general will continue at current levels. Apparently much of this decrease will come from relatively small spur roads, while major thoroughfares will remain open. In the Upper Columbia area, only Alts. 6 and 7 result in changes in road densities. These alternatives lead to 12 % and 14 % respectively reductions in the proportion of roads in the high and extremely high density classes, with no changes in the lower road density classes. Impacts will depend on which roads are closed, the process used to select roads for closure, and the availability of access to similar settings.

Panelists wondered about changes likely to result from anticipated inmigrarion on the relationship of people to the landscape, especially in terms of recreation pressure. None of the alternatives appeared to panelists to be adequately addressing recreation needs and the demands placed on resource management. One panelist suggested that the apparent lack of objectives concerning recreation meant that the agencies were failing to adequately address one of the most important Basinwide issues.

Recreational use is projected to increase dramatically,. partly in response to rising populations within the Basin and partly in because of increased tourism, which is an economic development policy of all states in the Basin. Changes in road management involve decommissioning or obliteration of the road surface, therefore, reductions in roads do not provide for increased opportunities for hiking, hunting, fishing or mountain biking that have been dependent on a road-like trail surface.

Reductions in road density could potentially increase road traffic, as demand for natural resource-based recreation increases but fewer miles of road are available. Such increases may lead to congestion, conflict and decreased air quality because of increased dust production. Such obliterations, however, may lead to less sedimentation entering streams, with a positive affect on fish populations resulting in

greater fishing opportunities. Reductions in road density also could increase the quality of recreation in primitive and semi-primitive settings by making access slightly more difficult. Because reductions in road density occur mostly at the highest density levels-and increasing the acreage of moderately roaded areas, the alternatives may have no discernable affect on access for disabled persons.

The amount of acreage and number of roadless areas, which is a major issue in the Upper Columbia area, but not formally recognized by the EIS, appear to be unaffected by the proposed alternatives. Under Alt. 7, 40% of federally administered land in the Basin would be designated as reserves. This designation, accompanied by lack of prescribed fire, may significantly change the vegetational composition and character of these roadless areas. No projections were made by the ICBEMP of changes specific to existing roadless areas, so this conclusion is speculative.

There may be an inequitable distribution of costs and benefits among the alternatives. Under Alt. 1, smaller rural communities may have received much of the economic benefit (in terms of jobs and employment) generated by timber harvesting activity and the use of below cost timber sales. Alt. 2, because of the severe restrictions of interim measures (such as PACFISH), places more of the cost on the small community, again, primarily because of loss of jobs in the resource commodity industries caused by the interim measures. Specific objectives for enhancing community resiliency are established for Alts. 3-7, in order to confront potential changes in the distribution of costs and benefits. However, panelists disagreed about establishing priority areas based on isolation and employment growth in other industries, suggesting that these criteria were too limiting for mitigation programs, and implying that the federal government was forsaking small communities.

Alt. 3 suggests that small communities will have a larger share of the benefits because they will have a strong voice in local resource management decisions. This does not necessarily mean that increased timber harvesting will result, only that it is more likely that local needs will be addressed. If the jobs created by Alt. 4 materialize, and if a priority is given to local labor to accomplish restoration, then smaller communities may benefit as well. The distribution of effects from Alts. 5 and 6 are unclear. Alt. 6 may have the same effects as Alt. 4, but occur over a longer time frame. Such longer time frames may increase the uncertainty associated with implementation of this alternative, reducing its social acceptability. Alt. 7 appears to shift benefits away from many smaller communities to the nation as a whole, while the costs, in terms of resource commodity processing jobs, increased variability in commodity flows and increased risk of wildfire, may be borne by smaller communities. Communities that currently have low levels of resiliency may be especially affected.

In summary; as stated above quality of life is a subjectively-perceived judgement based on consideration of many different aspects of one's life. An attempt to characterize effects on quality of life is an uncertain task of dubious merit, but some observations can be made based on the above descriptions. Alternatives 4 and 6 appear most likely to produce conditions that would contribute to the quality of life in interior Basin communities. Social panelists generally viewed these two alternatives as the most acceptable (or, perhaps, the least unacceptable). Both of these alternatives increase the predictability of flows of goods and services from public lands by meeting fish and wildlife conservation'objectives. Like Alternatives 3 and 5, they create new opportunities for collaborating with the public and local, state, and federal agencies. They are expected to have positive effects on amenities such as recreation and scenery, and they have the least effects on private lands.

The main difference between these two is the lower level of economic activity generated under Alternative 6, based on that alternative's lower levels of activities such as timber harvest, particularly in the upper Basin. It is unclear what the effects of Alt. 4 may be on revenue sharing. While timber harvest levels are projected to decrease from the current situation, prices may rise, leading to potentially no net change in revenues to county governments, depending on market conditions. Restoration of range lands may increase forage availability, thereby resulting in a positive effect on ranching, assuming the increased forage can be utilized by cattle.

Alternatives 1, 2, 5, and 7 appear least likely to produce conditions that would contribute to quality of life. Social panelists tended to view these as less acceptable because of their relatively lower levels of predictability of resource flows, potential for greater effects on private lands, and fewer opportunities for public participation. One of the main differences is that Alternative 7 was rated by the species viability panels as more likely to move toward desirable aquatic and terrestrial habitat conditions. This should improve predictability--but of a comparatively lower level of goods and services.

The lack of revenue returns to counties from the 25% payment creates disincentives for local officials to support alternatives to reduce timber harvest volumes. Alt. 7 would create a significant drop-off in funds to those counties that receive revenue sharing payments in excess of PILT. Decreases in timber volume occurring under Alt. 7 may be counterbalanced by increases in prices, thus the effects are uncertain. Only Alt. 1 would be expected to provide levels of revenue sharing in the 25 percent fund that are close to payments made to counties over the past decade, although a direct analysis of effects on payments to counties was not conducted.

Alternative 5 has relatively high levels of economic activity, but at the apparent cost of increased risks to ecosystem health. Many social panelists questioned whether Alternative 5, with its emphasis on economic efficiency at the regional level, could even be considered ecosystem management. The possible local inequities of obtaining regional efficiency was also a concern among panelists.

Alternative 3's effects on quality of life appear to be somewhere between the two other sets of alternatives and was one of the only two alternatives with no "low" ratings in Table 4.5.17. The levels of biophysical conservation and restoration of alternatives 4 and 6 are not achieved, but there is less risk than would result from Alternatives 1 and 2. Social panelists generally favored the local emphasis, although they needed more information about how that would be achieved during implementation.

Monitoring and Mitigation

The ability to monitor changes will require reaching agreement about appropriate indicators of community vitality among agencies and representatives of other public and private institutions. The very process of identifying these indicators could be a positive first step in understanding the manner in which federal lands interact with communities and quality of life at a finer scales. Measurement would be advanced by cooperative effects to collect and communicate information among a wide range of stakeholders, such that greater trust could be generated in the quality of information collected..

Policy decisions about the appropriateness of federal agency interventions to mitigate changes in resource flows to rural communities will need to be made via a process that is open to public participation and addresses the issue of equity--both within and between the types of communities identified above. Typically, efforts to deal with a changing business environment involve retraining

programs that are supported with public funds, and yet a climate of declining budgets across government programs will require realistic projections of the available funds and how they could be distributed. An evaluation of programs that have been offered to former timber workers in western Oregon and Washington as a result of the President's Forest Plan may be helpful in the design of transition strategies.

Effects of Alternatives on American Indian Tribes

Introduction

This section discusses potential effects on resources and uses identified by members of the American Indian panels. Panel members believed that'many of these concerns were not unique to American Indians, but they should be considered separately because of the sovereign status of treaty tribes and the resulting government-to-government relationship between federal and tribal governments.

American Indian tribes have long occupied the Basin, and their interests and rights are defined in a series of treaties signed in the 19th century. These rights and interests have been interpreted and enforced in a variety of court decisions and congressional actions. Each tribe has an individual identity and relationship with the U.S. government. Attempting to aggregate tribal interests over the entire Basin overshadows specific concerns of individual tribes. Nonetheless, American Indian tribes have a number of common interests and concerns which may be affected differentially by the alternatives.

The tribal panel had difficulty accepting not only the format of the EIS, but the evaluation process as well. Panelists believed that the panel entered the evaluation process at the "end" of the initial developmental phase of the EIS and within a context of a long history of inequitable solutions of their interests. Not only did panelists refer to the loss of traditional uses of lands over the period of conquest and forced relocation to reservations, but they felt they had not been treated fairly in the application of management decisions. Executive Orders by the President to live up to obligations to the tribes are perceived to be ignored or applied in inconsistent fashion, there appears to be little accountability when transgressions occur, and no incentives have been proposed to evaluate whether or not tribal interest are addressed. Panelists commented that plans and programs for management are driven by the supply of outputs valued by others, but these programs are not holistic or guided by objectives to support the lifeways of the tribes. A panelist asked, "When is the system going to change to address tribal needs?"

The divisions of a whole system that are inherent in the structure of an EIS document and the paradigm of science ran counter to the manner in which tribes view their relationship to themselves and their environment. Although several panelists appreciated the fact that a watershed approach' was being used in the ICBEMP, there was a strong sentiment that an EIS was a clumsy and inappropriate vehicle to make decisions about the diverse interests of people regarding ecosystem management.

The tribal panel identified seven major evaluation criteria: (1) Trust responsibilities; (2) Access to public lands; (3) Quality of water and land; (4) Opportunities for economic growth; (5) Culturally significant plant and animal communities; (6) Air quality; and (7) Places. Each of these interest areas are examined below. This section is organized differently from previous ones; each topic is introduced, relevant objectives and standards summarized, and effects evaluated before moving on to the next topic.

Trust responsibilities

The federal government's obligation to honor its trust relationship and fulfill treaty commitments is known as its trust responsibility (Pevar 1992). The competition and conflict between native and Euro-American people in the 1800's resulted in a treaty-making period between tribes and, the United States government. Upon signing treaties with American Indians, the government assumed a legal obligation in which the Indians trusted the United States to fulfill promises given in exchange for their land. In the 1832 Supreme Court decision, *Cherokee Nation v. Georgia*, Chief Justice Marshall characterized American Indian tribes as "domestic dependent nations" with a government or nation-state status and a special relationship to the United States (Cohen 1971). Pre-existing rights which were not specifically granted to the United States through treaties or agreements or were not expressly terminated by Congress continue to this day. Even a treaty that is silent regarding hunting and fishing rights implicitly reserves those rights (*Menonimee Tribe v. United States*; see Getches 1993).

Trust responsibilities in the interior Columbia River Basin are related to: (1) natural resources on reservations and ceded lands, and in traditional use areas regardless of their location; (2) rights associated with access to certain areas, plants and animals off-reservation; (3) the right to self-determination (self-governance); and (4) the right to social well-being. These responsibilities are applied to many of the resources and lands administered by the Forest Service and BLM.

The effects of alternatives can be only understood within the context of historical relationships between the tribes and the U.S. government. Therefore, this section of the evaluation contains substantial description of tribal viewpoints on this relationship and how it influences estimates of effects. Consultation with the tribes is an essential component of operationalizing trust responsibilities but there may be significant differences between how federal and tribal governments define consultation and its effectiveness. Undoubtedly, consultation considerations vary according to the norms and cultural preferences of individual tribes.

The Eastside and UCRB EISs contain two objectives to guide federal agency actions regarding their relationship to tribal interests for Alts. 3-7. Each of these objectives contains one standard that identities a process by which federal management actions are to be undertaken. The objectives and standards do not apply to Alts. 1 or 2.

Objective T-O 1. To help meet the Federal government's responsibility (to) maintain a government to government relationship with affected federally recognized tribes (agencies will) develop meaningful relationships to understand and incorporate tribal needs, interests, and expectations in Federal land management (and will) allow cooperative activities where there are shared goals.

Standard T-S 1. (1) Agencies shall consult with all affected federally recognized tribes on projects at the proposal stages, and at other stages as appropriate.

(2) Agencies should consult with all federally affected Indian tribes/communities on (a) project at proposal stages, and at other stages as appropriate.

Objective T-02. To help meet the Federal government's responsibility toward tribes, maintain and/or restore habitat conditions at or above a level capable of supporting healthy, sustainable, and usable quantities of species/resources by implementing activities in Tables 3-12 and 3-13.

Standard T-S 1. (1) Agencies shall assess habitat conditions (using biological evaluations or other means) and discuss assessments with affected tribes at the earliest practical stage in planning a project.

(2) Agencies shall assess habitat conditions (using biological evaluations or other means) where a habitat has an identified social or traditional importance to an affected tribe or American Indian community, such as root fields or fishing grounds.

Evaluation of Alternatives

The American Indian tribal panel believed that none of the proposed alternatives would meet the federal government's trust responsibilities to tribes in the Basin. The tribes communicated clearly that "trust" is a term that they interpret as responsible behaviors in the management of natural resources. In the panel's view, the U.S. government has allowed unacceptable levels of degradation of lands and waters entrusted to federal agencies for management. In the words of one tribal representative, "We never dreamed managers would let the land, water, and animals decline."

The actions proposed and the investment levels assumed in the alternatives were not viewed as serious attempts to correct what the tribes view as significant resource problems. From the perspective of the tribal panel, the alternatives appeared to do little to address fundamental concerns identified in treaties regarding the quantity and quality of water, harvestability of fish populations, hunting opportunities for deer, and availability of roots, berries, and other culturally significant species and communities.

As long term residents of the Basin with a tradition of evaluating actions over multiple generations, the tribes view the approach of the Forest Service and BLM as transitory, fulfilling the bureaucratic needs of the current situation instead of the needs of future generations. As'bne panelist commented, "You may not be here after Friday, but we will stay. We will continue. This is our land."

An additional issue of concern regarding fulfillment of trust responsibilities is the capacity for federal land management agencies to'intervene with state governments on behalf of the tribes. Particularly in the arena of water quality, tribal representatives believe that they are operating at a disadvantage with state government agencies. Federal trust responsibilities regarding the maintenance of water quality and quality are viewed by tribes to extend to advocacy activities with other institutional units of government.

Alts. 1 and 2 were least acceptable to the tribes in meeting trust responsibilities. They do not explicitly provide mechanisms for a consultation process, and continue the business-as-usual approach to establishing priorities for management action. Panelists believed that current plans do not contain mechanisms to improve working relationships between the Forest Service, BLM, and the tribes, and this lack of a cooperative framework is unacceptable. Alts. 3-7 were viewed as an improvement in the respect that they at least *acknowledged* a need to involve tribes in management planning.

Access to Public Lands

Access to federally administered land is important for American Indian tribes to uphold rights to resource uses reserved under treaties. These resource uses involve, but are not limited to, activities such as gathering culturally significant plant species, engaging in hunting practices, and the use of ceremonial sites. Because the form of access to these resources has evolved to include motor vehicles, opportunities for tribal members to use roads has become a point of interest to tribes when issues of road management arise. Tribal panelists also believed that roads caused much environniental damage.

Access also involves the ability of tribes to continue usual and customary uses under conditions where administrative restrictions have been placed upon specific locations to attain other management objectives. For example, restrictions placed on land uses in Research Natural Areas may constrain traditional tribal use patterns. Special designations of places may also be accompanied by behavioral constraints, such as limits on the types of uses (horseback riding, camping, etc.), the number of visitors, or the duration of visitation.

Evaluation of alternatives

Panelists thought that Alts. 1 and 2 do not meet tribal interests for adequate access. Tribal representatives view these alternatives as flawed, because existing plans were not produced with adequate tribal consultation regarding access and other important issues. Panelists felt that opportunities for Indians to hunt or use resources in traditional ways were not considered in current plans; these plans created zones for resource emphases that did not coincide with tribal use patterns. As a result, panelists felt that activities such as grazing have set fences or other developments that have obliterated traditional pathways to resources. Land exchanges with other private property owners or special use provisions have blocked access to places of cultural significance. Fees charged for camping and other use restrictions have placed limitations on the ability of tribes to use locations that retain cultural significance.

Panelists stated that current plans contain restrictions on access that should not apply to the tribds. For example, one panelist mentioned a restriction of parties on horseback'to no more than 12 horses (in designated wilderness) that has constrained usual and customary uses of certain areas. Although Alts. 3-7 offer additional consultation assurances, there is no visible mechanism in any of the EIS documents to provide redress for administrative restrictions or the location of developments that present barriers to traditional uses. Alts. 1 and 2 may have increased access to culturally important sites for recreational purposes, harming these sites.

Individual responses of panelists to the acceptability of alternatives regarding access reveal that respondents are either very certain or somewhat certain that Alts. 1, 2, and 3 would harm tribal

interests (Alt. 3 was viewed by panelists as largely a continuation of current management practices with only slight modifications). Panelists felt that Alts. 4-7 at least had the potential to be more acceptable, in part due to the anticipated improvements in resource conditions through restoration and conservation measures.

Quality of water and land

The effects of current land use activities on water quality and quantity is of paramount interest to the tribes in the Basin, as water is viewed as the most sacred of substances (Hanes 1995). Water is often characterized as the bloodline that runs through the land (Meyer 1983). Ritual activities almost always involve water, and the supply of clean water is seen as the foundation of a sustained tribal lifeway. Clean water is also used in processing food, since immersion in water for leaching is a common practice. Factors such as sediment delivery to streams, channel morphology, water temperature, streamside riparian zones, point and non-point contamination, water quantity, and flow timing are of key interest.

Water rights issues are fundamental to water quality and quantity concerns. Two types of water rights are pertinent to tribal water issues. One is related directly to water associated with reservations to sustain tribal lifeways, and the second is in-stream flow to sustain off-reservation treaty resources (most notably fisheries). Although certain water rights in the Basin have been established by case law (see Winters Doctrine and Winans case), many water rights issues remain unresolved. The next decade or two may reveal to what extent reserved rights are defined (Hanes 1995).

Although land quality was identified as a concern of the tribal panelists, it was not thoroughly addressed in evaluating alternatives. Issues of interest regarding land quality included the maintenance of site productivity and the containment of erosion, as well as concerns over forest health conditions.

Evaluation of alternatives

Panelists did.not observe significant differences among alternatives in meeting their interests in the maintenance of water and land quality, although Alts. 4-7 promote a higher level of restoration than current plans. None of the alternatives appear to deal directly with the states regarding their regulatory authority over the management of water resources. The panelists expressed a preference for broadly applied standards across the Basin to ensure not only in-stream flows and water quality protection, but also oversight to protect the quality of groundwater and the recharge of subsurface aquifers.

The protection of soil structure and long-term productivity of terrestrial resources is a concern of the tribes. Alts. 1 and 2 do little to address these concerns in terms of controlling erosion from roads and stream bank stabilization. Alts. 4, 6, and 7 appear to offer greater opportunity to prevent soil erosion and sedimentation in streams via the effort to restore and/or conserve major portions of the landscape. Current plans, as represented by Alt. 1, do not effectively achieve conditions more suitable for fish, although the direction in Alt. 2 does provide greater protection for riparian and aquatic habitats. Alts. 1-3, because of their less pervasive approach to address cumulative effects of past actions, do not appear to be as acceptable to tribes as the other alternatives.

Opportunities for economic growth

Economic conditions for tribal members are some of the most difficult for any population group within the Basin. High levels of unemployment and low incomes characterize the living conditions of families on tribal reservations in the Basin, and the vitality of rural tribal communities is a major concern of tribal representatives. Tribal business enterprises include wood processing facilities and other businesses associated with resource extractions. The decline in fish populations has had negative effects on the potential to derive income from fisheries, and has compromised the ability of tribal members to derive their livelihoods from naturally occurring sources.

From a tribal perspective, economic analyses that focus solely on monetary returns from investments do not represent a full accounting of the contributions of natural resources to the human experience. There is asentiment among tribes that there is inequitable access to economic opportunities and revenue sharing payments that result from the management of federal lands - counties receive payments based on the 25% fund and PILT. but the tribes do not receive similar benefits. Revenues to support the education of children was identified as an important need.

Evaluation of alternatives

The continuation of the current patterns of land and resource use, as expressed by Alts. 1-3, do not appear to the panelists to meet their expectations for opportunities for economic growth. With fish populations and other productive elements of the natural landscape in decline, tribal panelists indicated that excessive levels of extractions are beginning to take their toll on natural systems. One panelist commented, "We are against logging on steep slopes, on overgrazing, and extractions on sacred lands. I would object to more logging and road building." Another panel member said that many people do benefit economically from public land management--but not Indians.

At the same time, some tribes choose to manage timber, and timber resources on reservations provide income to some of the tribes. The actions expressed in Alt. 4 to provide for restoration via commercial timber harvests were more acceptable to panelists than the other alternatives. However, panelists felt that not enough information about appropriate levels of harvests, the location of harvests. and the mix of uses to fully evaluate the effects of Alt. 4. Tribal panelists also had concerns about Alt. 4 being implemented in such a manner that it did not adversely affect tribal interests.

None of the alternatives appear to contain objectives or standards that focus on the economic diversification of tribal communities. The fact that objectives were presented for "timber dependent communities" suggested to panelists that there continues to be an inequitable amount of attention being focused on one type of community versus another. Alternatives that target currently less-resilient communities that have links to federal presumably would consider communities on reservations along with towns located off reservation.

Culturally significant plant and animal communities

Plant and animal communities form but one part of the whole set of relationships between a group of people, their culture, and the environment. Culturally significant elements of the Indian lifeway cannot

be identified, categorized, and managed separately. The importance of plants and animals can only be measured in the cultural context in which they occur. The concept of ethno-habitat refers to how a culture classifies and organizes a landscape, and the health of this habitat may reflect its capacity to support naturally evolving plant and animal communities.

In the context of ecosystem management on federal lands in 'the Basin, culturally important plant and animal communities can be understood as those places where usable and adequate quantities of culturally significant species are obtainable for American Indian tribes. Huckleberry patches, root fields, fishing grounds and stations, and hunting districts represent some of these places in the Basin.

Evaluation of alternatives

The ICBEMP has not yet provided information indicating how the harvestability of these plant and animal communities would be affected under each of the'altematives. Alts. l-3 were recognized by all tribal panelists as alternatives which least meet the needs of tribes, because it is anticipated that under current plans habitat conditions will continue to decline. Panelists felt that Alts. 4-7 provided more acceptable effects on native plant, animal. and fish species, but that they did not go far enough. Alts. 4-7 do not explicitly promote improvement of habitat for grizzly bears, but maintenance of bear populations was identified by panelists as highly important. Alt. 7 is viewed by some tribal representatives as the most positive approach to deal with the management of habitat for wide ranges of species, because of its reserve areas that would reduce the impacts of more-active management. The active management approach to restoration proposed under Alt. 4 may contain both possible negative and positive impacts, and tribal representatives expressed a desire for more thorough consultation and analysis. Some tribal members expressed concern about "active" management,. based on the past track record of FS and BLM management interventions.

Tribal panel members thought that Alt. 4 may be moving in a positive direction regarding riparian management and other activities affecting aquatic concerns, but there needs to be a reorientation on the focus of restoration towards tribal concerns. In general, restoration was perceived as not going far enough,. and because of the flexibility built into the watershed analysis, the effort to mimic natural processes could go either way. Restoration activities may not be successful, and there was a concern that they could create further damage. It was observed that the time needed for restoration is much longer than the time frame of the plan.

Air quality

Air quality standards identified under the Clean Air Act provide a useful context for the maintenance of air quality, but there are cultural differences in how various types ofpollutants or particulate matter are interpreted. For example, smoke from some forest fires is not viewed as pollution by tribes, because fire is a natural process providing renewal and regeneration. On the other hand, excessive levels of smoke, such as that produced by wildfires that consume the high levels of fuels that have accumulated in overstocked forest stands, are not perceived to be healthy.

Another contributor to air quality degradation is dust, which has been introduced mainly through roads. The lack of maintenance of roads or the lack of proper surfacing increases dust, and raises concerns to tribes on the quality of the environment.

Evaluation of alternatives

The ICBEMP did not provide information on smoke production for any of the alternatives. Panelists felt however that Alts. l-3 could produce excessive amounts of smoke under large-scale wildfire events. Restoration activities in Alts. 4-7 are perceived by tribes to be an improvement over current conditions, and the long term effects of restoration would improve air quality. Restoration efforts under Alts. 4-6 would keep more roads open than Alt. 7 in the short term, which could create additional levels of dust.

Tribal representatives in the panel session related a concern that there is little coordination between the BLM, Forest Service, state agencies, and the Bureau of Indian Affairs (BIA) regarding the operational aspects of prescribed burning, leading to little predictability in expectations among tribes for smoke emissions, as well as the resulting habitat conditions for species that may benefit from burning. There was a feeling that prescribed burns frequently do not consider creating food and forage for animals. The Forest Service is perceived to be motivated by prescribed burning to help cattle livestock operations or forest regeneration for plantations; while prescribed burns are not designed' to benefit deer and elk and native ungulates of interest to tribes.

Places

To American Indian tribes the totality of the regional landscape has importance, and all landscape components participate in a system of complex inter-relationships. Places of importance are created by an intersection of nature, social relations, and meaning (Hanes 1995, Williams 1995). The Indian population of the not-them montane region is characterized by a strong, long-term, spiritual attachment to the land. The full range of resources needed to sustain lives and culture was found each in its own place, and Indian people have accrued a "detailed, encyclopedic knowledge of their environment" through the millennia (Hunn 1990: 93).

Localism, or the identification of a person and a place, has been a key factor in the traditional northern montane Indian lifeway. Place names relay traditional knowledge of land and resources by referring to plants and animals that characterize a location, the actions of people at a location, the spiritual role of the location, or some other important attribute of the site. The historical depth of these relationships and strong cultural identifications must be acknowledged as they reflect more than a place name veneer on the landscape. The importance of place to tribes in the region can be viewed as a hierarchical ordering, from the broadest geographic scale to the smallest. Expectations of.what "meaning" each order place conveys to the community and individual are shared within each group and creates an image of how these places should be and what they should provide (Tuan 1977).

The Forest Service and BLM are responsible for the protection of cultural sites on lands under their management (as these are protected by law); but panelists felt there is a poor inventory of cultural sites, and frequently these cultural values are not sufficiently respected to generate protective measures.

Evaluation of alternatives

The effects of development on the spiritual and cultural qualities of the land have damaged the relationships between tribes and the land. The change in the character of the land through management

interventions and developments as represented by Alts. 1 and 2 has diminished the value of places to tribes, since the important features that made many places special to tribes have been irreversibly altered. For instance, root fields have been replaced by grazing uses, or berry production areas have been converted to production forestry. Campgrounds have been placed on usual and customary sites. One panelist described an example where a telecommunications site has completely transformed a tribal sacred site, destroying its cultural value.

The panelists felt that the continuation of current plans, as reflected in Alts. 1 and 2, would not acknowledge the significance of place attachment or create mechanisms to inventory places so that significant cultural values could be maintained. None of the alternatives attempt to recover the damage done to resources from road building and the other cumulative effects of management, nor do they identify policies to recover or restore damage to culturally important sites or contain standards to ensure more complete historical interpretations of the use of land resources over time, although there is legislation that is designed to provide such direction. Tribal panelists believe that culturally significant trails, as well as places, are not explicitly recognized, protected, or interpreted.

Mitigation and Monitoring

Indian interests in regard to public land management issues are pervasive, and because of the diversity of tribal groups in the region and the many legal events that have occurred in the past, a more detailed and systematic accounting of tribal interests for each tribal government would be more appropriately performed as individual administrative units of federal agencies pursue subsequent land use planning exercises.

Objectives and standards under Alts. 3-7 do provide for consultation, but additional standards may be needed to furnish assurances to the tribes. For example, a standard could address development and implementation of tribal advisory groups for consultation purposes. Standards could deal with how tribal consultation will proceed, assuming such standards are jointly developed with the tribes. These more localized efforts would offer tribes a more prominent role in describing tribal interests and assessing the potential effects posed by proposed actions.

Tribal interests are in conflict with the current definition over the beneficial uses of water, which appear from the tribal perspective to be strongly biased toward consumptive uses. Water management across states is not consistent. with some state laws offering greater levels of regulation of water flows and quality than others, and some providing useful operational guidelines, such as Best Management Practices (BMP's), to protect water resources. Objectives and standards could be. developed requiring greater interaction among the tribes, states and federal government about water quality and quantity issues.

Monitoring could include processes to assess what progress the tribes and federal government have made in consultative venues, the ways to improve such protocols, and methods to evaluate them.

Conclusions

The alternatives are composed of a complex mixture of literally hundreds of potential management actions, policies and standards that will be implemented in what could only be described as an infinite array of possible combinations across nearly 75 million acres of public land over the next decade. As described above, the authors of this report, as well as the panelists, had significant concerns sorting out and interpreting this information and the potential social consequences. As a result of this endeavor, much has been learned about the process of identifying social consequences at this scale. Some of the key knowledge is summarized below, to provide a context not just for interpreting this report, but for conducting future similar efforts.

The public is motivated to participate and contribute to planning efforts, concerned about the environment, and wants the project to be successful.

Our evaluation process included three panels involving a commitment of 12-15 people each for 2-3 days. Each panelist participated on their own time, or represented agencies or firms with many other priorities. Their commitment to participate is an obvious measure of their interest in public land management issues. All desired to see the project come to a successful end, with some conclusion and predictability in future flows of ecosystem goods, services and functions. None really questioned the ecosystem paradigm, although there were concerns about implications for'private property rights. Public land management agencies operate in this environment of relatively good will, a resource that needs to be cultured.

There is a significant mismatch between the temporal scales involved in the decision, biologically relevant scales and important cultural temporal scales.

The decision period involves a ten-year time frame for implementation of management actions. However, this time frame is a fraction of the relevant biological scales. There appears to be no assurance that actions taken to; for example, restore biological systems, will be continued past the next decade. The scientific assessment has also indicated that management of vegetation at levels of investment representing the experience of the recent past cannot restore ecological processes disrupted in the last 150 years of Euro-American occupation. This combination increases the uncertainty about potential social impacts simply because new management actions and direction may be implemented before the effects of restoration actions can be observed. We note, for example, that the alternatives differ little in vegetational composition at the 100 year period even though they purport to represent different management philosophies. In addition, American Indian tribes tend to take a "seventh" generation perspective when evaluating potential actions--a scale that doesn't fit well with politics and planning, but an entirely reasonable one for ecosystem management..

The Interior Columbia Basin Ecosystem Management Project occurs within a complicated and confusing planning environment with little obvious direct linkage between larger and smaller scale planning exercises.

The project's ostensible purpose is to amend 74 Bureau of Land Management and Forest Service land and resource management plans, and involves 10% of the total acreage managed by the BLM and 25% of the Forest Service lands. How the individual plans will be amended is not clear: Will they be amended through addition or modification of objectives, standards and guidelines? Will existing land

use allocations be changed? How does the current planning effort link with the five year Resources Planning Act plan currently being developed? This plan makes no mention of the ICBEMP despite the obvious importance of the lands and resources being considered. Panelists recognized the difficulties in working within bureaucracies that have multiple levels of management direction which may be ill-coordinated.

The lack of information about implementation funding and strategies impedes discussion about predictability of effects.

Reaction to the potential effects of each alternative is clearly influenced by uncertainties with respect to the budgetary and organizational capabilities for implementation. Ecosystem management may be fine as a philosophy, but philosophies must be implemented "on-the-ground" in order to see their results. Ecosystem management unquestionably occurs within the context of a skeptical public and an increasingly limited budgetary climate. To definitely articulate the potential social consequences of an alternative, the financial costs and benefits of each must be available for examination. Broad-scale projects such as the ICBEMP need to provide closer links between actions and implementation for the' public to be able to evaluate alternatives.

In order to implement ecosystem management, fundamental change in law and policy must be achieved.

There is a general feeling that existing institutions, agency rules and organizational culture are inadequate for ecosystem management. These systems were constructed in an era significantly different from the present and the future and now serve as barriers to ecosystem management. For example, the Multiple Use-Sustained Yield Act of 1960 emphasizes the production of commodities from public lands. Ecosystem management, however, strives to restore the health of biophysical conditions and processes to achieve long-term ecosystem health, with commodities viewed as byproducts rather than objectives.

Predictability provides the security and stability that people andjirms need for planning. Ecosystem management contains the risk that such predictability may decrease at finer scales over the long run.

Ecosystem management represents a new paradigm of resource management. one that does not have any demonstrated experience. The general support it maintains among the American public is testimony that despite the risks of moving to a new way of managing resources, it is viewed as significantly more acceptable method than the past. The loss in predictability of resource flows at finer scales and at the community level that accompanies moving to a new paradigm apparently is counterbalanced by the increasing benefit of managing within natural processes and incorporating greater public participation in decision-making processes. Perhaps new social understandings need to be reached regarding the definition of predictability.

Incorporation of social, economic, and biophysical variables in ecosystem management needs to be rethought

Despite the numerous literature reviews and theoretical papers on the human dimensions of ecosystem management, it is clear that social scientists need to rethink how to better reflect social and economic considerations of ecosystem management. Social and economic variables appeared to many panelists to

be viewed as impact factors, rather than as integral components of desired future conditions. Many panelists commented on the relative lack of social and economic objectives and at the apparent lack of integration with biophysical components. For example, social and economic information tends not to fit as well into GIS systems, leading to the possibility that it will not be considered as evenly. Social scientists also need to be careful not to place greater weight on some variables simply because they can be mapped or because the data are readily available.

Humans are a highly adaptable species, so predicting effects at this scale must be tempered by the range of possible adaptive mechanisms

Ecosystem management appears to ask people to accept short-term losses in economic benefits in return for long-term ecosystem health and sustainable resource use. However, people have proven to be able to adapt to short-term adversity in a number of different ways. At the community level, for example, more and more towns are thinking strategically about what they want to be in the future, and how to go about achieving it. These community visioning exercises recognize that change is inevitable, and that people will have to work together to shape it in acceptable ways. The new market niches that may appear with ecosystem management are difficult to predict from the information available, but it's assumed that they will. Some people will benefit, and some will not--but it's more difficult than it might first seem to be specific with any certainty.

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APPENDIX A

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2) The List of Members on the Eastside EIS Panel

3) The List of Members on the Upper Columbia River Basin EIS Panel

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APPENDIX B

1) Assumptions and Data about Small Communities

   a) Effects of Alternative on the Timber Harvests for the Eastside and Upper Columbia River Basin Environmental Impact Statement (EIS)

   b) Effects of the Alternatives on the Use of Forest Service and Bureau of Land Management Rangelands for the Eastside and Upper Columbia River Basin Environmental Impact Statement (EIS) areas

2) Assumptions and Data about Recreation Opportunities

   a) Recreation Opportunity Spectrum (ROS) Classes for the Eastside Environmental Impact Statement and the Upper Columbia River Basin Forest Service / Bureau of Land Management Lands by Ecological Reporting Units (ERU), Management Region, Management Class and Simulation Year 10.

3) Assumptions on Quality of Life

4) Assumptions and Data about Roads

   a) Road Density Classes for the Eastside Environmental Impact Statement and the Upper Columbia River Basin Forest Service / Bureau of Land Management Lands by Management Region, Management Class and Simulation Year 10.

5) Assumptions and Data about Scenic Integrity

   a) Scenic Integrity Classes for the Eastside Environmental Impact Statement and the Upper Columbia River Basin Forest Service / Bureau of Land Management Lands by Ecological Reporting Units (ERU), Management Region, Management Class and Simulation Year 10.

Assumptions and Data about Small Communities

Introduction

The management of federal lands affects small communities in several ways - through the provision of *employment and income* via the extraction of commodities, access to rangelands, or the promotion of recreation opportunities; through the support of *community attractiveness* via the provision of high quality scenery, healthy forests, and clean air; through *revenue sharing* payments; and through the *placement of federal employees* that share their skills and energies in civic affairs. Descriptions of the contributions of federal lands to communities in the Basin can be found in several locations - the 5th and 6th chapters of the Social Assessment, the Economics Assessment, the Affected Environment Chapter of the EIS (Chapter 2), and in some of the other material provided to panelists regarding scenic condition, recreation opportunity, and road access.

Assumptions

- Lower levels of timber harvests will not necessarily reduce community vitality or resiliency, although small, isolated communities in low growth areas with greater than 10% employment in timber production will benefit by higher levels of timber harvest.
- Timber harvest levels proposed in the alternatives in the EIS's are not high enough to create significant changes in road densities, and thus, will not create large changes in scenic integrity.
- Timber harvests will support roaded recreation opportunities by providing funding to maintain roads.
- The provision of AUM's supports those ranching operations that currently have allotments on Forest Service or BLM lands.

Current Conditions

Although data on employment opportunities in the timber and range sectors are the only data available to describe the effects of implementing alternatives, it should be noted that this sector of employment represents a very small proportion of total employment in the Basin (Haynes and Horne 1995). It should also be noted that it the distribution of benefits within a given ERU is unpredictable, such that a higher level of timber harvest in an ERU does not automatically translate into a benefit to all communities within the ERU. *It cannot* be *safely assumed that higher levels of timber or range jobs by ERU will increase community vitality of all communities in those given ERU's.* Other assumptions about the factors that drive employment - such as increased recreational participation because of the presence Forest Service and BLM resources - cannot be well evaluated because of the complexity and ambiguity of the given alternatives. Through calculations based on allocations of priorities within each alternative, the SIT Economics Staff projected the outputs of timber volume and Animal Unit Months (AUM's) for the seven alternatives in the EIS. Implementation of the current management direction

(Alternative I) results in some loss of range jobs and reduction in timber harvest volumes as shown in the data.

Preliminary data on effects of alternatives

Appropriate multipliers were applied to estimate'the effects to employment of changes in timber volume and range availability. Results of these calculations for both the Eastside EIS and the UCRB EIS are shown on the attached pages, and in the case of timber outputs, results are also shown by Ecological Reporting Unit (ERU). The attached tables indicate that alternatives 2-7 represent significant departures in volume of timber harvest from alternative 1. The reader should note that the volumes and acreages for Alternative 7 may be in error. Alternative 5 generally produces the highest timber volume while alternative 2 produces the lowest (with the possible exception of alternative 7). The effects will vary somewhat by EIS area and Ecological Reporting Unit. The effects on Animal Unit Months are similar from alternative to alternative for both EIS areas. Alternatives 2,3,4 and 5 show only marginal departures in reductions from alternative 1. Alternative 5 shows a slight decrease in jobs and AUMs, which represents an actual increase compared to alternative 1. Alternative 7 shows a 50% decrease in jobs.

This paper is part of a continuing process associated with the Interior Columbia Basin Ecosystem Management Project The entire content is subject to change, as the discussions continue. as reviews arc received, and as additional considerations arc brought fonvard. It is prepared for the singular purpose of furthering the science and/or EIS processes. March 4, 1996

Effects of Alternatives on the Timber Harvests for the Eastside and Upper Columbia River Basin Environmental Impact Statements (EIS)

Introduction

The emphasis of activities proposed in the Eastside and Upper Columbia River Basin EIS's were applied to a computer simulation (CRBSUM) to model vegetative changes in each of the alternatives. An interpretation of the outputs of these simulation runs was conducted by the Economics Staff Area of the ICBEMP to make projections of timber harvest volume for the alternatives over a ten year period. A set of tables attached to this document shows annual levels of the number of acres and volume harvested by Ecological Reporting Unit (ERU) and EIS area. The effect of these harvest levels on employment in the project areas has yet to be calculated, but it is our hope to provide this information when panel sessions convene to evaluate social impacts.

Over the past decade, timber harvest volume for the entire interior Columbia River Basin (both the Eastside and UCRB areas) has averaged approximately 2,800,000 MBF, or 2.8 billion board feet (bbf). Although more complete descriptions of harvest acres and volumes are on the attached tables, the brief summary provided below shows the annual totals for the EIS areas by the seven proposed alternatives. The volumes and acres shown for Alternative 7 may be in *error* because of recently revealed problems in the assumptions that were used for this alternative.

Eastside EIS

Altem.	1	2	3	4	5	6	7
Volums	1.296 bbf	.771 bbf	.6'3 _ bbf	.614 bbf	.680 bbf	.586 bbf	.015 bbf
Acres (x1000)	1,296.9	729.1	882.5	883.3	922.3	845.4	13.1

Upper Columbia River Basin EIS

Altem.	1	2	3	4	5	6	7
Volume	1.873 bbf	.810 bbf	.977 bbf	.761 bbf	1.088 bbf	.679 bbf	.003 bbf
Acres (x1000)	1,341.8	542.7	804.4	684.8	860.2	584.3	2.9

ACRE & VOLUME SUMMARY BY FEDERAL OWNERSHIP (merch harvest only)

ALTERNATIVE #1

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	111,817	1,359,525	12.16	0	0	0.00	0	0	0.00	111,817	1,359,525	12.16
2	169,061	1,928,770	11.41	0	0	0.00	0	0	0.00	169,061	1,928,770	11.41
3	297,253	2,059,101	6.93	0	0	0.00	0	0	0.00	297,253	2,059,101	6.93
4	134,868	1,348,729	10.00	0	0	0.00	0	0	0.00	134,868	1,348,729	10.00
5	111,133	1,006,771	9.06	23,554	239,233	10.16	0	0	0.00	134,687	1,246,004	9.25
6	324,781	3,299,216	10.16	7,237	67,339	9.30	0	0	0.00	332,018	3,366,555	10.14
7	146,780	1,955,010	13.32	374,062	5,209,651	13.93	0	0	0.00	520,842	7,164,662	13.76
8	0	0	0.00	400,498	6,026,665	15.05	0	0	0.00	400,498	6,026,665	15.05
9	0	0	0.00	86,298	1,016,653	11.78	0	0	0.00	86,298	1,016,653	11.78
10	1,215	8,172	6.72	3,321	13,902	4.19	0	0	0.00	4,536	22,074	4.87
11	0	0	0.00	2,022	20,018	9.90	265	1,306	4.92	2,288	21,324	9.32
12	0	0	0.00	10,222	61,181	5.99	22,086	211,903	9.59	32,308	273,084	8.45
13	0	0	0.00	434,668	6,083,377	14.00	5,658	66,525	11.74	440,335	6,149,902	13.97
TOT-10	1,296,908	12,965,295	10.00	1,341,892	18,738,018	13.96	28,019	279,734	9.98	2,666,809	31,983,047	11.99
TOT-1	129,691	1,296,530	10.00	134,188	1,873,802	13.96	2,802	27,973	9.98	266,681	3,198,305	11.99

ALTERNATIVE #2

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	31,756	435,992	13.73	0	0	0.00	0	0	0.00	31,756	435,992	13.73
2	118,920	1,407,257	11.83	0	0	0.00	0	0	0.00	118,920	1,407,257	11.83
3	162,878	1,234,123	7.58	0	0	0.00	0	0	0.00	162,878	1,234,123	7.58
4	85,149	809,773	9.51	0	0	0.00	0	0	0.00	85,149	809,773	9.51
5	57,991	512,472	8.84	6,328	72,363	11.44	0	0	0.00	64,318	584,835	9.09
6	172,799	1,918,266	11.10	1,470	15,061	10.24	0	0	0.00	174,269	1,933,327	11.09
7	98,154	1,377,065	14.03	220,715	3,180,854	14.41	0	0	0.00	318,870	4,557,919	14.29
8	0	0	0.00	156,008	2,471,899	15.84	0	0	0.00	156,008	2,471,899	15.84
9	0	0	0.00	34,681	453,643	13.08	0	0	0.00	34,681	453,643	13.08
10	1,256	9,522	7.58	747	5,339	7.14	0	0	0.00	2,004	14,861	7.42
11	0	0	0.00	620	1,671	2.70	207	557	2.69	826	2,227	2.70
12	0	0	0.00	1,455	10,937	7.52	10,139	122,736	12.11	11,594	133,672	11.53
13	208	4,397	21.18	120,632	1,890,423	15.67	2,645	44,229	16.72	123,484	1,939,048	15.70
TOT-10	729,111	7,708,867	10.57	542,657	8,102,190	14.93	12,990	167,521	12.90	1,284,758	15,978,578	12.44
TOT-1	72,911	770,887	10.57	54,266	810,219	14.93	1,299	16,752	12.90	128,476	1,597,858	12.44

ALTERNATIVE #3

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	75,084	841,987	11.21	0	0	0.00	0	0	0.00	75,084	841,987	11.21
2	118,165	880,140	7.45	0	0	0.00	0	0	0.00	118,165	880,140	7.45
3	238,741	1,097,034	4.60	0	0	0.00	0	0	0.00	238,741	1,097,034	4.60
4	75,230	548,868	7.30	0	0	0.00	0	0	0.00	75,230	548,868	7.30
5	73,801	591,279	8.01	9,052	102,470	11.32	0	0	0.00	82,852	693,749	8.37
6	233,736	1,441,466	6.17	4,038	33,883	8.39	0	0	0.00	237,773	1,475,350	6.20
7	66,854	829,155	12.40	219,581	2,940,147	13.39	0	0	0.00	286,435	3,769,302	13.16
8	0	0	0.00	245,469	3,870,791	15.77	0	0	0.00	245,469	3,870,791	15.77
9	0	0	0.00	60,797	535,134	8.80	0	0	0.00	60,797	535,134	8.80
10	607	3,131	5.16	2,510	12,253	4.88	0	0	0.00	3,117	15,384	4.93
11	0	0	0.00	640	2,699	4.22	640	5,593	8.74	1,279	8,292	6.48
12	0	0	0.00	3,826	23,625	6.18	6,457	66,943	10.37	10,282	90,567	8.81
13	249	1,213	4.88	258,463	2,253,113	8.72	2,111	22,196	10.51	260,823	2,276,522	8.73
TOT-10	882,467	6,234,272	7.06	804,375	9,774,116	12.15	9,208	94,732	10.29	1,696,049	16,103,120	9.49
TOT-1	88,247	623,427	7.06	80,437	977,412	12.15	921	9,473	10.29	169,605	1,610,312	9.49

ALTERNATIVE #4

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	75,327	835,407	11.09	0	0	0.00	0	0	0.00	75,327	835,407	11.09
2	118,300	867,830	7.34	0	0	0.00	0	0	0.00	118,300	867,830	7.34
3	240,558	1,105,381	4.60	0	0	0.00	0	0	0.00	240,558	1,105,381	4.60
4	76,056	554,890	7.30	0	0	0.00	0	0	0.00	76,056	554,890	7.30
5	75,393	596,090	7.91	9,169	103,296	11.27	0	0	0.00	84,562	699,386	8.27
6	237,102	1,461,760	6.17	4,516	36,855	8.16	0	0	0.00	241,618	1,498,615	6.20
7	59,686	719,383	12.05	155,182	1,996,668	12.87	0	0	0.00	214,868	2,716,051	12.64
8	0	0	0.00	175,574	2,543,826	14.49	0	0	0.00	175,574	2,543,826	14.49
9	0	0	0.00	61,748	543,503	8.80	0	0	0.00	61,748	543,503	8.80
10	617	3,182	5.16	2,551	12,452	4.88	0	0	0.00	3,168	15,633	4.93
11	0	0	0.00	652	2,749	4.22	652	5,696	8.74	1,303	8,446	6.48
12	0	0	0.00	4,873	26,418	5.42	8,906	85,997	9.66	13,780	112,415	8.16
13	252	1,213	4.82	270,562	2,340,517	8.65	5,279	53,588	10.15	276,093	2,395,318	8.68
TOT-10	883,291	6,145,136	6.96	684,827	7,606,286	11.11	14,837	145,280	9.79	1,582,954	13,896,702	8.78
TOT-1	88,329	614,514	6.96	68,483	760,629	11.11	1,484	14,528	9.79	158,295	1,389,670	8.78

ACRE & VOLUME SUMMARY BY FEDERAL OWNERSHIP

ALTERNATIVE #5

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	72,901	809,524	11 10	0	0	0.00	0	0	0.00	72,901	809,524	11 10
2	120,987	1,002,341	8 28	0	0	0 00	0	0	0.00	120,987	1,002,341	8 28
3	240,558	1,105,381	4 60	0	0	0 00	0	0	0 00	240,558	1,105,381	4 60
4	76,056	554,890	7 30	0	0	0 00	0	0	0.00	76,056	554,890	7 30
5	75,254	622,760	8 28	9,011	105,296	11 68	0	0	0 00	84,265	728,057	8 64
6	237,831	1,470,205	6 18	3,885	33,339	8 58	0	0	0 00	241,715	1,503,544	6 22
7	97,790	1,238,581	12 67	282,421	3,935,975	13 94	0	0	0 00	380,211	5,174,556	13 61
8	0	0	0.00	276,000	4,231,768	15 33	0	0	0 00	276,000	4,231,768	15 33
9	0	0	0.00	57,843	504,670	8.72	0	0	0.00	57,843	504,670	8 72
10	617	3,182	5.16	2,551	12,452	4.88	0	0	0.00	3,168	15,633	4 93
11	0	0	0.00	699	2,529	3.62	253	1,013	4.00	952	3,542	3 72
12	0	0	0 00	4,556	24,110	5 29	7,022	53,253	7.27	11,878	77,363	6 51
13	256	1,314	5 13	223,270	2,034,442	9.11	5,120	52,214	10 20	228,646	2,087,969	9 13
TOT-10	922,250	6,808,177	7 38	860,236	10,884,581	12 65	12,696	106,480	8.39	1,795,181	17,799,238	9 92
TOT-1	92,225	680,818	7.38	86,024	1,088,458	12.65	1,270	10 648	8.39	179,518	1,779,924	9 92

ALTERNATIVE #6

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	68,769	753,255	10 95	0	0	0.00	0	0	0.00	68,769	753,255	10 95
2	114,516	856,667	7 48	0	0	0.00	0	0	0.00	114,516	856,667	7 48
3	237,733	1,095,341	4 61	0	0	0.00	0	0	0 00	237,733	1,095,341	4 61
4	74,553	569,348	7 64	0	0	0 00	0	0	0 00	74,553	569,348	7 64
5	69,309	528,678	7.63	8,929	94,589	10.59	0	0	0.00	78,209	623,267	7 97
6	227,340	1,426,747	6 28	3,189	28,931	9 07	0	0	0 00	230,529	1,455,678	6 31
7	52,546	631,528	12 02	142,282	1,852,405	13.02	0	0	0 00	194,827	2,483,932	12 75
8	0	0	0 00	169,954	2,436,640	14.34	0	0	0 00	169,954	2,436,640	14 34
9	0	0	0 00	45,421	398,342	8 77	0	0	0.00	45,421	398,342	8 77
10	621	3,370	5.43	2,048	10,627	5.19	0	0	0 00	2,669	13,998	5 24
11	0	0	0 00	1,251	7,843	6 27	656	5,878	8 97	1,906	13,721	7 20
12	0	0	0.00	3,170	19,409	6.12	8,023	71,939	8 97	11,192	91,348	8 16
13	0	0	0 00	208,142	1,942,065	9.33	2,249	22,093	9.82	210,391	1,964,159	9 34
TOT-10	845,387	5,864,933	6 94	584,366	6,790,850	11.62	10,927	99,911	9.14	1,440,700	12,756,694	8 85
TOT-1	84,539	586,493	6.94	58,439	679,085	11 62	1,093	9,991	9 14	144,070	1,275,569	8 85

ALTERNATIVE #7

ERU	ECRB ACRES	ECRB VOL-MBF	ECRB MBF/AC	UCRB ACRES	UCRB VOL-MBF	UCRB MBF/AC	GYE ACRES	GYE VOL-MBF	GYE MBF/AC	FED ACRES	FED VOL-MBF	FED MBF/AC
1	0	0	0.00	0	0	0.00	0	0	0.00	0	0	0 00
2	0	0	0.00	0	0	0 00	0	0	0.00	0	0	0 00
3	0	0	0 00	0	0	0.00	0	0	0.00	0	0	0 00
4	5,170	59,377	11 49	0	0	0 00	0	0	0.00	5,170	59,377	11 49
5	7,107	76,465	10 76	960	11,166	11.63	0	0	0.00	8,067	87,631	10.86
6	605	7,463	12 33	0	0	0.00	0	0	0.00	605	7,463	12 33
7	0	0	0 00	0	0	0 00	0	0	0.00	0	0	0.00
8	0	0	0 00	0	0	0 00	0	0	0 00	0	0	0.00
9	0	0	0 00	0	0	0.00	0	0	0.00	0	0	0 00
10	200	1,986	9 95	431	1,896	4.40	0	0	0 00	630	3,882	6 16
11	0	0	0 00	0	0	0.00	0	0	0.00	0	0	0 00
12	0	0	0.00	598	1,576	2.64	0	0	0 00	598	1,576	2 64
13	0	0	0 00	878	10,829	12 33	0	0	0.00	878	10,829	12 33
TOT-10	13,081	145,291	11 11	2,867	25,467	8.88	0	0	0.00	15,948	170,758	10 71
TOT-1	1,308	14,529	11 11	287	2,547	8.88	0	0	0.00	1,595	17,076	10 71

This paper is part of a conrinuing process associated with the Interior Columbia Basin Ecosystem Management Project. The entire content is subject to change. as the discussions continue. as reviews arc rcccivcd. and as additional considerations arc brought forward. It is prepared for the singular purpose of furthering the science and/or EIS proccsscs. March 4, 1996

Effects of Alternatives on the Use of Forest Service and BLM Rangelands for the Eastside and Upper Columbia River Basin EIS Areas

Introduction

Based on information generated by the Economics Staff Area of the Interior Columbia Basin Ecosystem Management Project (ICBEMP), the following estimates of changes in Animal Unit Months (AUMs) were calculated for each of the alternatives in the Eastside and Upper Columbia River Basin (UCRB) EIS's. In addition, the effect on the number of jobs that could be associated with changes in AUMs was calculated for each alternative.

To set the context, in 1993 the total number of AUMs from Forest Service and BLM lands in the Basin (Eastside and UCRB areas combined) was 2,866,945. The Economics Staff Area has reported that there are roughly 14,000 jobs directly associated with ranching operations in the Basin (livestock owner/operators and ranch hands). This is approximately 1% of all jobs in the Basin. Of these 14,000 jobs, about 1000 depend on the federal sector to provide forage needs.

Under all alternatives, even the No Action Alternative (Alternative 1), AUMs are anticipated to decrease in the Basin. The projections of changes are provided below.

Eastside EIS

Total AUMs: Forest Service 293.086
BLM 463,157

Changes in AUMs and Jobs from Current Status:

Alternative #	Decrease in AUM's	Percent Decrease in AUMs	Change in Jobs
1	70,814	9.5%	-21
2	81,995	11%	- 25
3	74,540	10%	- 22
4	81,995	11%	-25
5	26,089	3.5%	- 8
6	81,995	11%	- 25
7	372,702	50%	-112

Upper Columbia River Basin EIS

Total AUMs: Forest Service 1,007,828
BLM 1,102,874

Changes in AUMs and Jobs from Current Status:

Alternative #	Number of AUM's	Percent Decrease in AUMs	Change in Jobs
1	201,546	9.5%	-61
2	233,369	11%	- 70
3	212,153	10 %	- 64
4	233,369	11%	- 70
5	74,253	3.5%	- 22
6	233,369	11 %	- 70
7	1,060,770	50 %	-318

This paper is part of a continuing process associated with the Interior Columbia Basin Ecosystem Management Project The entire content is subject to change, as the discussions continue, as reviews arc received. and as additional considerations arc brought forward. It is prepared for the singular purpose of furthering the science and/or EIS processes. February 28, 1996

Excerpt from the Draft Economic Staff Area Report (Haynes and Home 1995) Addressing Timber Dependent Communities

and specified "mill dependent volume." Second. it noted that no widely accepted definition of dependency existed. Third, it acknowledged that communities depend on other forest resources in addition to timber.

The number of communities identified as dependent in each list is shown below:

By Basin component of each state	1976 List	1987 List
Idaho	26	17
Montana	8	13
Washington	7	13
Oregon	16	23
Basin Total	57	66

The Forest Service lists of dependent communities added apparent legitimacy to the notion of "dependent communities" by naming them, even while recognizing shortcomings in the approach. Another problem with the approach includes the confusion caused by using "community," "economy," and 'industry" interchangeably, as in "community-wide share," "community supply," and "community volume under contract." Forest products firms. not communities, bid on (and directly depend on) federal timber sales. This usage means that the distinctron between industrial stability and community stability is often overlooked; industry interests differ somewhat from the communities in which they are located. The dependency between a mill and national forest timber supply does not automatically translate to an

economic dependency of the local community's economy on those national forest timber supplies (DeVilbiss 1986). The combination of thn proportion of the work force and dependency on federal timber might. result in only a small part (as iow as 3 percent)of the total workforce being dependent on National Forest timber (Boyd and Hyde 1989).

The criteria ueed for the Forest Service lists do not account for important economic factors that affect the relationship between a community and local wood products firms, including alternative sources of supply, proximity to larger labor markets, inter-mill competition for timber supply, inter community competition for jobs, and changing technology and mill obsolescence. In today's market, the destination of federal logs is unpredictable as processors reach far to supply their mills. local mills will not necessarily he tha successful bidder on federal timber sales, nor are local communities guaranteed to receive logging and processing jobs as a result of those sales.

We assessed the 66 communities on the 1987 list to see which ones could still be considered timber-dependent. We added two criteria to eliminate those which cannot be conefdered dependent because they are well-connected to larger, diverse economies or in counties experiencing robust growth. IT the first step we eliminated thoee communities that were within 50 miles of other communities whose population was at least 10,000. We then eliminated communities in the 15 recreation counties (Johnson and Beale 1995). The remaining 29 communities represent those communities which are both

ieolatcd and in the slower growing parts of the Basin (see fig. 23); the list can be found in Appendix C. These communities arc not necessarily less resilient than other communities (see the Social chapter for a more complete discussion), but federal land managers might want to focus on them when considering impacts of land management actions.

Change brought the forest industry to rural communities (in fact, created many rural communities), and it is change that is now bringing new industries into the Interior Columbia Basin. Rapid social and economic: 'change over the past two decades hae complicated the nature of community dependence on Federal land (Society of American Foresters 1989). Yor example, in 1987, Orofino, Idaho was defined as a timber dependent community. Its economy changed in the early 19708 when the federal government built the Dworshak Dam and a large fish hatchery. Today. Orofino is a destination for recreation tourism, and its economy has become dependent upon recreation (Force and others 1993). Oppoaition to the reservoir drawdoms claims that each foot the reservoir surface is lowered costs the community one million dollars in touriem revenue.

Economic well-being-- In much of our discussion (and that of the Social Team) we have talked around the relationship between forest dependence and community well-being. The traditional bias among foresters that links sustained yield foreetry with community stability has colored this issue. But the broader issue is whether forests and the forest products Industry are effective at promoting economic growth and development. This issue has

APPENDIX C--Communities Defined as Timber Dependent that Meet the Criteria Of AlsoBeing Isolated and in Counties With Low Population Growth

Idaho

Bonners Ferry

Council

Elk City

Grangcrvillc

Kamiah

Kooskia

Moyie Springs

Now Meadows

Weippe

Montana

Darby

Eureka

Fortine

Rexford

Seely Lake

Superior

Thompson Falls

Trout Creek

Oregon

Burns

Heppner (Kinzua)

John Day

Lakeview

Long Creek

Mt. Vernon

Paisley

Prairie City

Washington

Colville

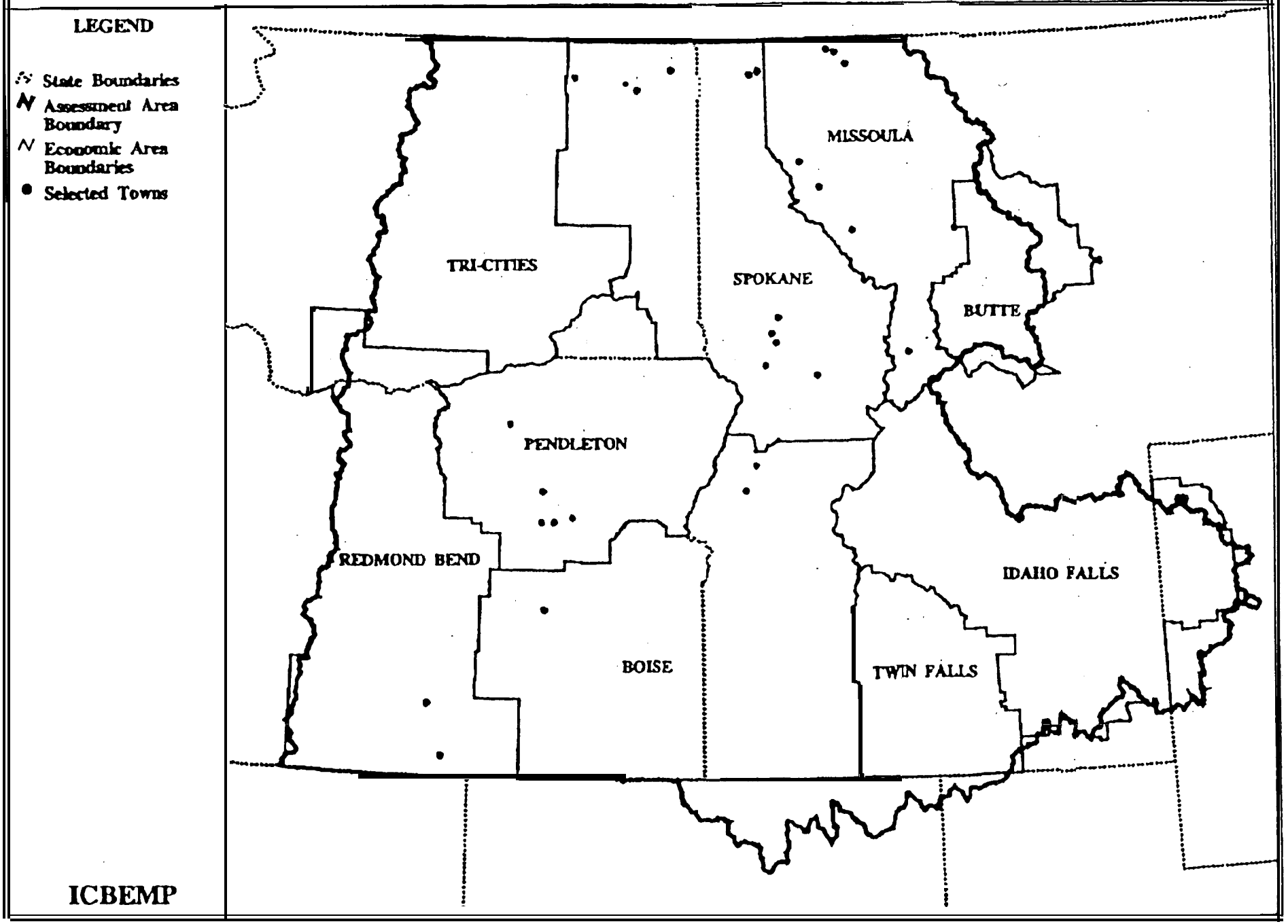
Ione

Kettle Falls

Republic

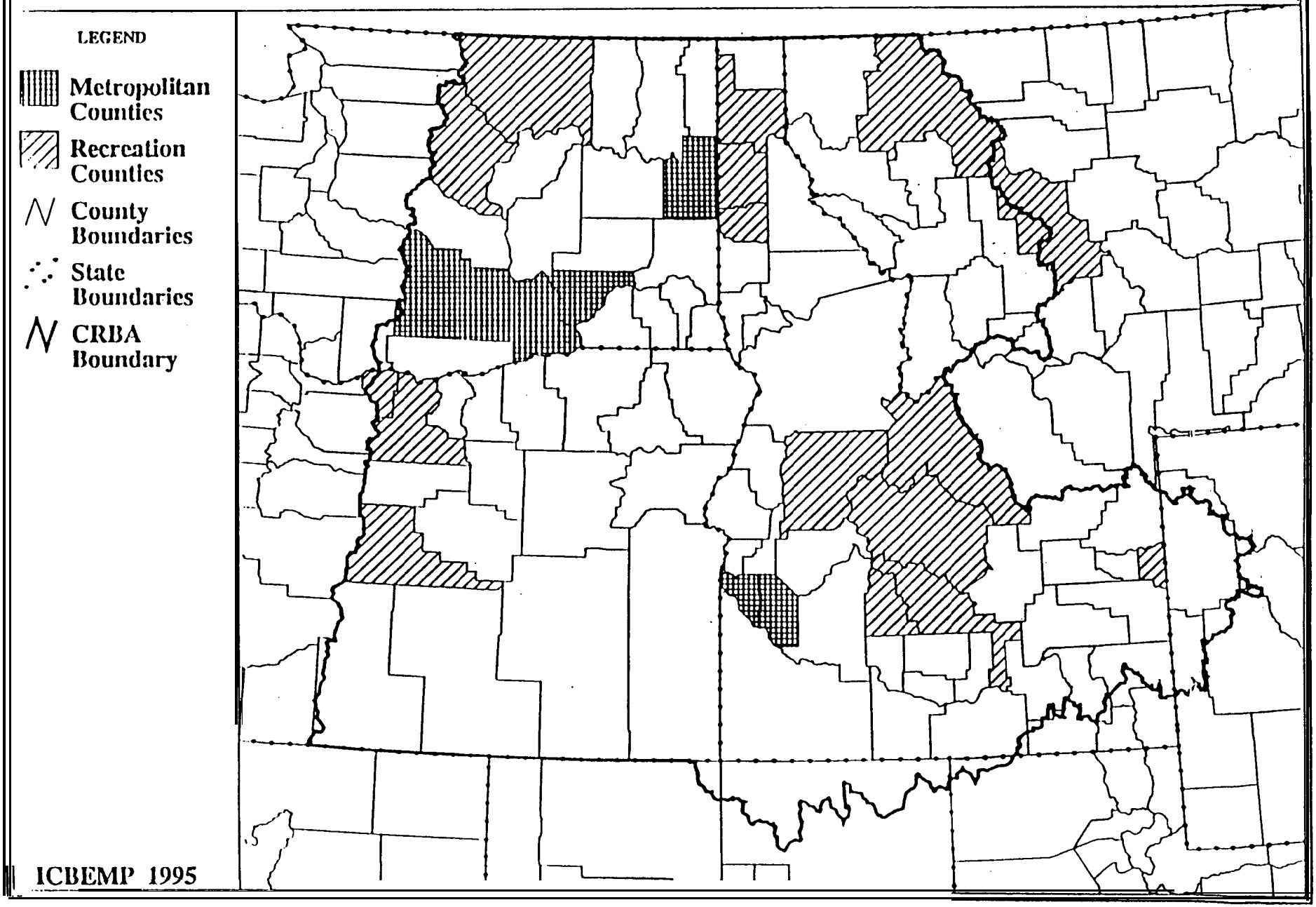
ISOLATED TIMBER-DEPENDENT COMMUNITIES

with Economic Areas



COUNTIES EXPERIENCING HIGHER POPULATION GROWTH

Metropolitan and Recreation (from Johnson and Beale 1995) Counties



Assumptions and Data about Recreation Opportunity

Introduction

From a national perspective the region has a comparative advantage in the' amount of primitive/semi-primitive recreation opportunities - the Basin has more large areas in this wildland-type classification than any other region in the continental United States. These areas combine exceptional scenery with an experience of solitude that draws visitors from a national and international constituency.

Since the area on Forest Service/BLM lands in the rural/urban class is quite small in the Basin, it is the amount and distribution of primitive/semi-primitive and roaded natural recreation opportunities that affects management decisions regarding recreation supply. From a national perspective the primitive/semi-primitive class has scarcity value, and the Basin has some of the greatest supply in the nation of large contiguous blocks of lands without roads. The supply of the roaded natural class is not limited by the amount of acres, but by the invested capital in infrastructure improvements to meet the demands of visitors.

Primitive and semi-primitive areas possess special characteristics that are highly sensitive to human interventions. Once these areas are roaded and/or developed for other uses, they rarely can be recovered for the values of solitude and naturally-evolving scenery. Wilderness is a special, Congressionally-designated category of primitive lands, and the Basin contains several major wilderness areas. However, similar characteristics to those that are associated with wilderness can be provided by other lands which remain without roads. The experiences provided by primitive areas offer a risk and challenge that is highly valued by the American people.

The tool utilized in this analysis to measure variation among alternatives. in recreation opportunities in the Basin is the Recreation Opportunity Spectrum (ROS), which identifies the type of recreational experience available to a visitor. The Recreation Opportunity Spectrum (ROS) is a national system within the Forest Service for categorizing the supply of recreational settings. Within the ICBEMP the seven standard ROS categories have been collapsed to three groupings: primitive/semi-primitive, roaded natural, and rural/urban. The presence or absence of roads is the primary determinant in ROS classifications, and blocks of land greater than 2500 acres in size that are more than one half mile from a road are classified as primitive/semi-primitive.

Assump tions

- Road densities provide a reasonable measure of the differences between the primitive/semi-primitive and roaded natural classifications at the Basin scale.
- Primitive/semiprimitive recreation experiences are fundamentally altered by road entries, and conditions cannot return to this class in the near term.
- Timber harvesting provides opportunity for roaded natural recreation opportunities i.e.

roads built for timber harvest will remain open for recreation use.

- Within any given ERU recreation use is uniformly distributed.
- The effects of recreation developments on riparian or aquatic zones is considered in this analysis to be negligible.
- Funding for road maintenance will be available.
- The road network for the Basin is in place for normal management activities and for fire suppression needs.
- The seven common recreation opportunity classes could be best represented at the broad scale by combining them to three classes. Primitive and semiprimitive classes can be lumped together without major differences in the anticipated recreational experience.

Current Conditions

The roaded natural area covers a broader extent of the Basin than the primitive/semi-primitive areas. The majority of the large blocks of primitive/semi-primitive class occurs mainly in the following ERU's: Central Idaho Mountains, Northern Cascades, Blue Mountains, Upper Clark Fork, and the Snake Headwaters. These ERU's are all relatively moist, forested zones, whereas the drier zones in the Basin have less of the large, contiguous blocks of the primitive/semi-primitive class.

Preliminary data on effects of alternatives

The'alternatives are projected by the ICBEMP to have few changes in the supply of recreation opportunities with the exception of alternative 5. This alternative will result in a decrease of about 7% and 14% in the supply of primitive and semi-primitive recreation opportunities in the Lower Clark Fork and Southern Cascades ERUs respectively.

Table 30--Recreation participation using State Comprehensive Outdoor Recreation Plans, 2000.

Recreation Activity	Number of Projected Activity Occasions[a] by state and percent change from 1987 SCORP Plans							
	E. Oregon		E. Washington		Idaho		W. Montana[n]	
Trail use[b]	4,876,644	35	2,069,000	18	94,852,400	94	5,370,164	24
Camp[c]	4,524,531	28	1,646,000	21	13,698,300	70	804,644	20
Hunt[d]	1,413,425	14	885,000	9	6,730,800	48	803,941	20
Fish[e]	2,547,333	26	1,923,000	10	12,748,600	53	1,367,278	20
Nonmotor boat[f]	747,725	33	366,000	19	9,730,300[g]	87	318,609	21
View wildlife	2,122,305	52	740,000	18	N/A		1,628,408	20
Day use[h]	5,886,288	35	5,194,000	21	40,571,300	75	1,555,843	20
Motor boat[i]	498,617	15	883,000	12	4,469,300	51	529,856	20
Motor viewing	2,142,951	25	1,766,000	20	39,429,500	89	N/A	
ORV use[j]	2,117,322	30	1,041,000	18	N/A		543,650	21
Nonmotor winter sports[k]	1,355,370	32	2,439,000	20	12,148,500[l]	70	676,988	20
Motor winter sports[m]	157,936	13	310,000	16	N/A		154,177	22

N/A=no data available

[a] Activity occasions=participation in a given activity for one person for any part of a 24 hour period.

[b] Trail use includes bicycle riding off-road, day hiking, backpacking on and off trails and horseback riding.

[c] Camp includes by boat, with and without packstock, with an organized group and in a recreation vehicle and tent with motorized vehicle.

[d] Hunt includes big and small game, waterfowl, upland birds and bow hunting.

[e] Fish includes freshwater boat and bank or dock.

[f] Nonmotor boat includes canoeing, kayaking, rafting, sailing, windsurfing, sailboarding and lake and river boating.

[g] Data includes motorboat activities except for waterskiing.

[h] Day use includes beach use, climbing, mountaineering, outdoor photography, picnicking, swimming and visits to interpretive centers.

[i] Motor boat includes waterskiing and lake and river boating.

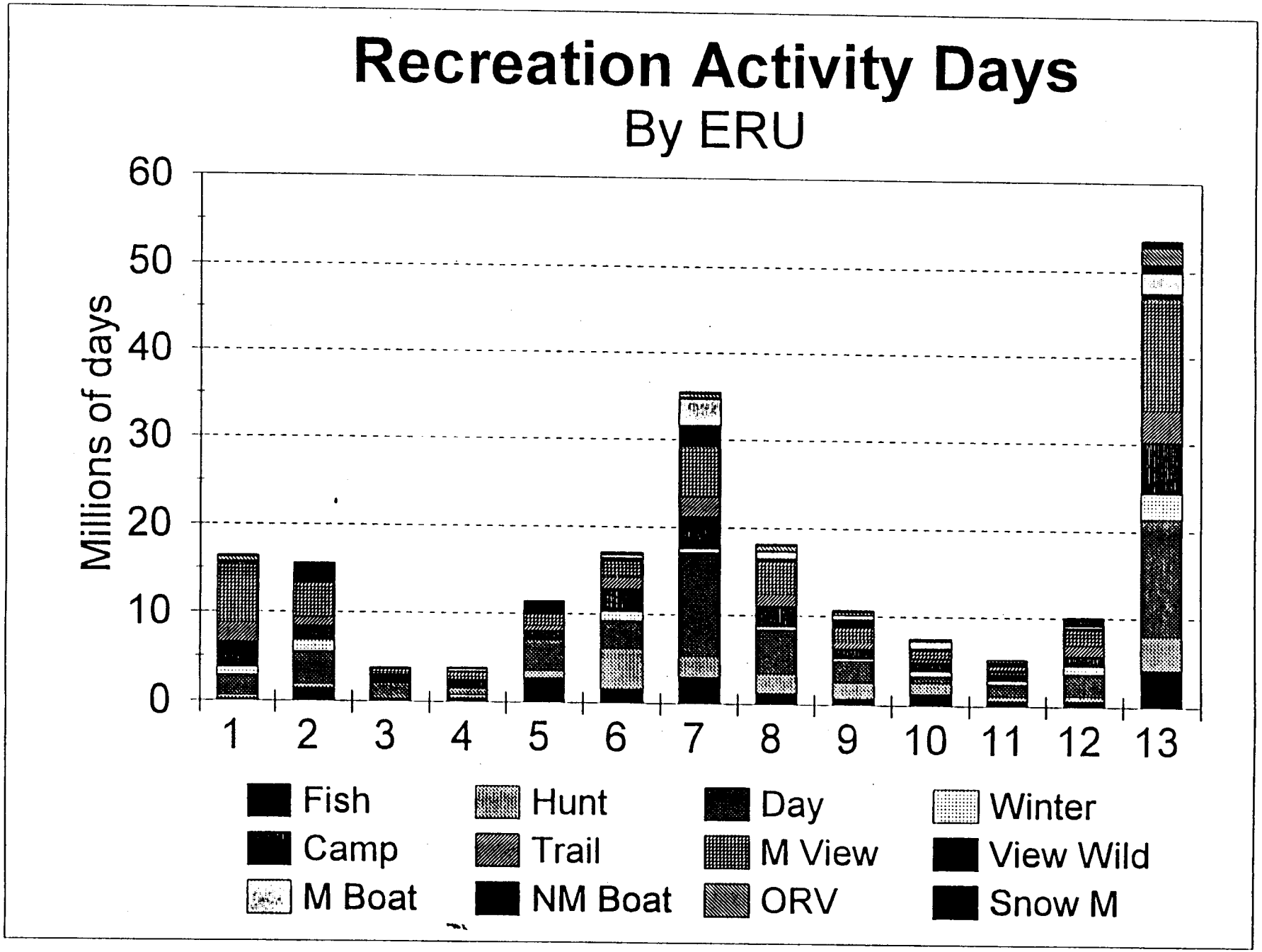
[j] Off-road vehicle use includes ATV, dunebug and fourwheel driving and motorcycling.

[k] Nonmotor winter sports include cross-country and downhill skiing, sledding, snowboarding, snow play and ice skating.

[l] Data may include snowmobiling and ATV driving in the snow.

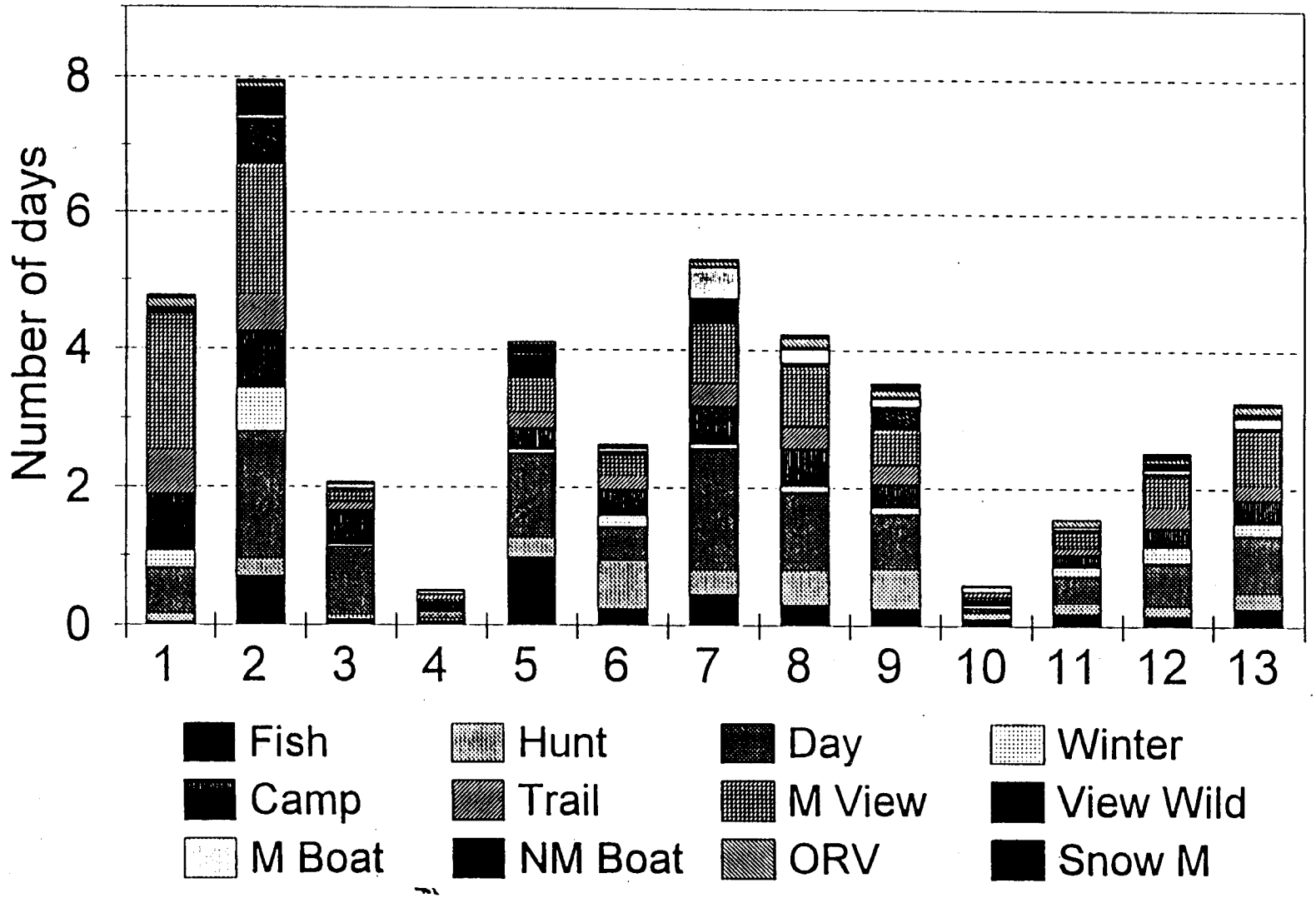
[m] Motor winter sports include snowmobiling and ATV driving in the snow.

[n] Montana percentage increase based on 1987 data.


Recreation Activity Days
By ERU
Millions of days
60
50
40
30
20
10
0
1
2
3
4
5
6
7
8
9
10
11
12
13
Fish
Hunt
Day
Winter
Camp
Trail
M View
View Wild
M Boat
NM Boat
ORV
Snow M

Recreation Activity Days per Acre

By ERU



Recreation Opportunity Spectrum Groups by ERU

in Thousands of Acres
September 6, 1995

ROS Class Groups All Ownerships In Thousands of Acres	Primitive/Semi Primitive	Roaded Natural	Rural/Urban
Northern Cascades	1816	1065	42
Southern Cascades	472	1628	3
Upper Klamath	244	1652	3
N. Great Basin	1996	5637	1
Columbia Plateau	488	2517	13
Blue Mountains	2174	4189	34
Northern Glaciated Mountains	2232	5031	40
Lower Clark Fork	1220	3891	14
Upper Clark Fork	1352	2169	17
Owyhee Uplands	3922	9786	18
Upper Snake	1024	3404	1
Snake Headwaters	2841	1966	28
Central Idaho Mtns	8664	8306	11
Total Acres in Basin, All Ownerships	28445	51241	225

ROS Classes for EEIS and UCRB FS/BLM lands by ERU, Management Region, Management Class and Simulation Year 10

27-Feb-96

Disclaimer: The Ag/Developed Lands include crop/hay/pasture lands in both agriculture and closed herbland structures. This results in more hectares in the rural/urban classification (agriculture and developed lands) than were calculated, in the Assessment. This is due to using Physiognomic Types rather than structures for classification.

The Current Year data portrayed in this report is from version 1 of the alternatives (fall 1995). Due to changes in the look up tables (classification of cover types to *cover* type codes) used for the latest CRBSUM vegetation predictions, the current year baseline was changed when the model was initialized. However, this new modeled Current Year will not be reported since this would change the baseline and many other analyses that have alread been completed. The timeline does not allow for redos of all previous work. The overall impact of using the old current baseline is that differences between alternatives and current hectares may appear to be larger than they should be.

Ecological Reporting Unit / Management Region / Management Class / Road Oensitv	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Blue Mountains								
EEIS								
BLM/FS								
Primitive/Semi-primitive	887,100	868,000	887,100	887,100	887,100	887,100	887,100	887,100
Percent Change from Current		-2%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	35.1%	34.3%	35.1%	35.1%	35.1%	35.1%	35.1%	35.1%
Roaded/Natural	1,642,700	1,661,800	1,642,700	1,642,700	1,642,700	1,642,700	1,642,700	1,642,700
Percent Change from Current		1%	0%	0%	0%	0%	0%	0%
% of Region /C/ass Total	*64.9%*	*65.746*	*64.95:*	*64.9%*	*64.9%*	*64.9%*	*64.9%*	*64.9%*
Blue Mountains EEIS BLM/FS Total	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800
UCRB								
BLM/FS								
Primitive/Semi-primitive	50,700	50,700	50,700	50,700	50,700	50,700	50,700	50,700
Percent Change from Current		*0%*	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	46.9%	46.9%	46.9%	46.9%	46.9%	46.9%	46.9%	46.9%
Roaded/Natural	57,400	57,400	57,400	57,400	57,400	57,400	57,400	57,400
Percent Change from Current		*0%*	*0%*	*0%*	*0%*	*0%*	0%	*0%*
% of Region /Class Total	53.1%	53.1%	53.1%	53.1%	53.1%	53.1%	53.1%	53.1%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Blue Mountains UCRB BLM/FS Total	108,100	108,100	108,100	108,100	108,100	108,100	108,100	108,100
Blue Mountains UCRB and EEIS FS/BLM Total	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900
Central Idaho Mountains								
EEIS								
BLM/FS								
Primitive/Semi-primitive	8,400	8,400	8,400	8,400	8,400	8,400	8,400	8,400
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	93.3%	93.3%	93.3%	93.3%	93.3%	93.3%	93.3%	93.3%
Roaded/Natural	600	600	600	600	600	600	600	600
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	6.7%	6.7%	6.7%	6.7%	6.7%	6.7%	6.7%	6.7%
Central Idaho Mountains EEIS BLM/FS Total	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
UCRB								
BLM/FS								
Primitive/Semi-primitive	4,575,400	4,565,900	4,575,400	4,575,400	4,575,400	4,575,400	4,575,400	4,575,400
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	70.8%	70.7%	70.8%	70.8%	70.8%	70.8%	70.8%	70.8%
Roaded/Natural	1,886,900	1,896,400	1,886,900	1,886,900	1,886,900	1,886,900	1,886,900	1,886,900
Percent Change from Current		1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	29.2%	29.3%	29.2%	29.2%	29.2%	29.2%	29.2%	29.2%
Central Idaho Mountains UCRB BLM/FS Total	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300
Central Idaho Mountains UCRB and EEIS FS/BLM Total	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300
Columbia Plateau								
EEIS								
BLM/FS								
Primitive/Semi-primitive	201,100	195,200	201,100	201,100	201,100	201,100	201,100	201,100
Percent Change from Current		-3%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	19.2%	18.7%	19.2%	19.2%	19.2%	19.2%	19.2%	19.2%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Roaded/Natural	844,500	850,400	844,500	844,500	844,500	844,500	844,500	844,500
Percent Change from Current		1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	80.8%	81.3%	80.8%	80.8%	80.8%	80.8%	80.8%	80.8%
Columbia Plateau EEIS BLM/FS Total	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600
UCRB								
BLM/FS								
Primitive/Semi-primitive	4,500	4,500	4,500	4,500	4,500	4,500	4,500	4,500
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	5.4%	5.4%	5.4%	5.4%	5.4%	5.4%	5.4%	5.4%
Roaded/Natural	79,600	79,600	79,600	79,600	79,600	79,600	79,600	79,600
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	94.6%	94.6%	94.6%	94.6%	94.6%	94.6%	94.6%	94.6%
Columbia Plateau UCRB BLM/FS Total	84,100	84,100	84,100	84,100	84,100	84,100	84,100	84,100
Columbia Plateau UCRB and EEIS FS/BLM Total	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700
Lower Clark Fork								
UCRB								
BLM/FS								
Primitive/Semi-primitive	344,100	319,800	344,100	344,100	344,100	319,800	344,100	344,100
Percent Change from Current		-7%	0%	0%	0%	-7%	0%	0%
% of Region /Class Total	19.8%	18.4%	19.8%	19.8%	19.8%	18.4%	19.8%	19.8%
Roaded/Natural	1,397,500	1,421,800	1,397,500	1,397,500	1,397,500	1,421,800	1,397,500	1,397,500
Percent Change from Current		2%	0%	0%	0%	2%	0%	0%
% of Region /Class Total	80.2%	81.6%	80.2%	80.2%	80.2%	81.6%	80.2%	80.2%
Lower Clark Fork UCRB BLM/FS Total	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600
Lower Clark Fork UCRB and EEIS FS/BLM Total	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600
Northern Cascades								
EEIS								
BLM/FS								

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Primitive/Semi-primitive	792,700	780,600	792,700	792,700	792,700	787,400	792,700	792,700
Percent Change from Current		-2%	0%	0%	0%	-1%	0%	0%
% of Region /Class Total	57.0%	56.1%	57.0%	57.0%	57.0%	56.6%	57.0%	57.0%
Roaded/Natural	598,500	610,600	598,500	598,500	598,500	603,800	598,500	598,500
Percent Change from Current		2%	0%	0%	0%	1%	0%	0%
% of Region /Class Total	43.0%	43.9%	43.0%	43.0%	43.0%	43.4%	43.0%	43.0%
Northern Cascades EEIS BLM/FS Total	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200
Northern Cascades UCRB and EEIS FS/BLM Total	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200
Northern Glaciated Mountains								
EEIS								
BLM/FS								
Primitive/Semi-primitive	90,400	88,300	90,400	90,400	90,400	88,300	90,400	90,400
Percent Change from Current		-2%	0%	0%	0%	-2%	0%	0%
% of Region /Class Total	15.2%	14.9%	15.2%	15.2%	15.2%	14.9%	15.2%	15.2%
Roaded/Natural	503,500	505,600	503,500	503,500	503,500	505,600	503,500	503,500
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	84.8%	85.1%	84.8%	84.8%	84.8%	85.1%	84.8%	84.8%
Northern Glaciated Mountains EEIS BLM/FS Total	593,900	593,900	593,900	593,900	593,900	593,900	593,900	593,900
UCRB								
BLM/FS								
Primitive/Semi-primitive	846,000	817,600	846,000	846,000	846,000	820,700	846,000	846,000
Percent Change from Current		-3%	0%	0%	0%	-3%	0%	0%
% of Region /Class Total	40.3%	38.9%	40.3%	40.3%	40.3%	39.0%	40.3%	40.3%
Roaded/Natural	1,255,700	1,284,100	1,255,700	1,255,700	1,255,700	1,281,000	1,255,700	1,255,700
Percent Change from Current		2%	0%	0%	0%	2%	0%	0%
% of Region /Class Total	59.7%	61.1%	59.7%	59.7%	59.7%	61.0%	59.7%	59.7%
Northern Glaciated Mountains UCRB BLM/FS Total	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700
Northern Glaciated Mountains UCRB and EEIS FS/BLM Total	2,695,600	2,695,600	2,695,600	2,695,600	2,695,600	2,695,600	2,695,600	2,695,600

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Northern Great Basin								
EEIS								
BLM/FS								
Primitive/Semi-primitive	1,484,900	1,477,500	1,484,900	1,484,900	1,484,900	1,484,900	1,484,900	1,484,900
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	48.5%	48.2%	48.5%	48.5%	48.5%	48.5%	48.5%	48.5%
Roaded/Natural	1,579,700	1,587,100	1,579,700	1,579,700	1,579,700	1,579,700	1,579,700	1,579,700
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	51.5%	51.8%	51.5%	51.5%	51.5%	51.5%	51.5%	51.5%
Northern Great Basin EEIS BLM/FS Total	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600
Northern Great Basin UCRB and EEIS FS/BLM Total	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600
Owyhee Uplands								
EEIS								
BLM/FS								
Primitive/Semi-primitive	736,800	736,800	736,800	736,800	736,800	736,800	736,800	736,800
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	45.9%	45.9%	45.9%	45.9%	45.9%	45.9%	45.9%	45.9%
Roaded/Natural	868,600	868,600	868,600	868,600	868,600	868,600	868,600	868,600
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	54.1%	54.1%	54.1%	54.1%	54.1%	54.1%	54.1%	54.1%
Owyhee Uplands EEIS BLM/FS Total	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400
UCRB								
BLM/FS								
Primitive/Semi-primitive	2,375,300	2,375,300	2,375,300	2,375,300	2,375,300	2,375,300	2,375,300	2,375,300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	66.2%	66.2%	66.2%	66.2%	66.2%	66.2%	66.2%	66.2%
Roaded/Natural	1,214,400	1,214,400	1,214,400	1,214,400	1,214,400	1,214,400	1,214,400	1,214,400
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	33.8%	33.8%	33.8%	33.8%	33.8%	33.8%	33.8%	33.8%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Owyhee Uplands UCRB BLM/FS Total	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700
Owyhee Uplands UCRB and EEIS FS/BLM Total	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100
Snake Headwaters								
UCRB								
BLM/FS								
Primitive/Semi-primitive	172,000	171,800	172,000	172,000	172,000	172,000	172,000	172,000
Percent Change from Current		0%	0%	0%	0%	0%	0%	0 %
% of Region /Class Total	57.3%	57.2%	57.3%	57.3%	57.3%	57.3%	57.3%	57.3%
Roaded/Natural	128,000	128,200	128,000	128,000	128,000	128,000	128,000	128,000
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	42.7%	42.7%	42.7%	42.7%	42.7%	42.7%	42.7%	42.7%
Rural/Urban	100	100	100	100	100	100	100	100
Percent Change from Current		0%	0 %	0 %	0%	0%	0 %	0%
% of Region/Class Total	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Snake Headwaters UCRB BLM/FS Total	300,100	300,100	300,100	300,100	300,100	300,100	300,100	300,100
Snake Headwaters UCRB and EEIS FS/BLM Total	300,100	300,100	300,100	300,100	300,100	300,100	300,100	300,100
Southern Cascades								
EEIS								
BLM/FS								
Primitive/Semi-primitive	219,600	181,100	219,600	219,600	219,600	189,500	219,600	219,600
Percent Change from Current		-18%	0%	0%	0%	-14%	0%	0%
% of Region /Class Total	27.6%	22.8%	27.6%	27.6%	27.6%	23.8%	27.6%	27.6%
Roaded/Natural	576,100	614,600	576,100	576,100	576,100	606,200	576,100	576,100
Percent Change from Current		7%	0%	0%	0%	5%	0%	0%
% of Region/Class Total	72.4%	77.2%	72.4%	72.4%	72.4%	76.2%	72.4%	72.4%
Rural/Urban	100	100	100	100	100	100	100	100
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Southern Cascades EEIS BLM/FS Total	795,800	795,800	795,800	795,800	795,800	795,800	795,800	795,800
Southern Cascades UCRB and EEIS FS/BLM Total	795,800	795,800	795,800	795,800	795,800	795,800	795,800	795,000
Upper Clark Fork								
UCRB								
BLM/FS								
Primitive/Semi-primitive	714,000	684,300	714,000	714,000	714,000	714,000	714,000	714,000
Percent Change from Current		-4%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	58.0%	55.6%	58.0%	58.0%	58.0%	58.0%	58.0%	58.0%
Roaded/Natural	517,700	547,400	517,700	517,700	517,700	517,700	517,700	517,700
Percent Change from Current		6%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	42.0%	44.4%	42.0%	42.0%	42.0%	42.0%	42.0%	42.0%
Upper Clark Fork UCRB BLM/FS Total	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700
Upper Clark Fork UCRB and EEIS FS/BLM Total	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700
Upper Klamath								
EEIS								
BLM/FS								
Primitive/Semi-primitive	140,800	116,100	140,800	140,800	140,800	140,800	140,800	140.800
Percent Change from Current		-18%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	19.2%	15.8%	19.2%	19.2%	19.2%	19.2%	19.2%	19.2%
Roaded/Natural	592,400	617,100	592,400	592,400	592,400	592,400	592,400	592,400
Percent Change from Current		4%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	80.8%	84.2%	80.8%	80.8%	80.8%	80.8%	80.8%	80.8%
Upper Klamath EEIS BLM/FS Total	733,200	733,200	733,200	733,200	733,200	733,200	733,200	733,200
Upper Klamath UCRB and EEIS FS/BLM Total	733,200	733,200	733,200	733,200	733,200	733,200	733,200	733,200
Upper Snake								
UCRB								

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
BLM/FS								
Primitive/Semi-primitive	846,300	846,300	846,300	846,300	846,300	846,300	846,300	846,300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	62.3%	62.3%	62.3%	62.3%	62.3%	62.3%	62.3%	62.3%
Roaded/Natural	513,100	513,100	513,100	513,100	513,100	513,100	513,100	513,100
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	37.7%	37.7%	37.7%	37.7%	37.7%	37.7%	37.7%	37.7%
Upper Snake UCRB BLM/FS Total	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400
Upper Snake UCRB and EEIS FS/BLM Total	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400
Grand Total of UCRB and EEIS BLM/ FS Lands:	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200

Quality of Life

Introduction

Quality of life was identified as one of the major issues in the Eastside and Upper Columbia EIS scoping processes. Quality of life can be loosely identified as the combination of economic, political, social, psychological, cultural and environmental characteristics that make a place attractive to residents. An area's quality of life means that context for the person or community contributes positively to the functioning of the individual and means that the person wiil have enjoyable, stable living experience in the community. Federal lands contribute to the quality of life in a number of ways, although there may be significant variation from community to community in that contribution. For example, federal lands provide access to a variety of recreation opportunities dependent on natural environments. Federal lands provide a flow of commodities which in turn provide economic opportunities for certain occupation groups--such as loggers--whose lifestyle and identity are closely linked to their jobs. And, federallands are often the source of clean air and water and vistas that people regard as important to their day to day functioning.

Assumptions

The evaluation of alternatives will consider impacts to quality of life. To estimate these impacts, the following assumptions are made:

1. Quality of life is composed of opportunities for recreation and scenic integrity, but includes other factors as well.

2. Federal lands contribute a portion of the economic and environmental characteristics important to quality of life.

3. The federal lands portion of quality of life can be estimated through an appropriate combination of factors measuring impacts to economic opportunity, accessibility to recreation opportunity, presence of diverse wildlife and fishery resources, air and water quality, and maintenance of scenic integrity.

Current Conditions

Lifestyles within the Basin (but outside the Tri-Cities, Boise and Spokane metropolitan areas are predominantly rural in nature and associated with agricultural. In fast growing counties, lifestyles are still primarily rural, but not as closely linked with farming and ranching operations,

Preliminary data on effects of alternatives

No data that specifically addresses quality of life was collected. Panelists should review the variety of data that was prepared, consider this data and using their knowledge and expertise attempt to provide an evaluation of alternatives.

Assumptions and Data about Roads

Introduction

Opportunities for people's direct interaction with Forest Service and BLM lands are closely related to capabilities for vehicular passage, which may be described as a function of the distribution of developed road. networks, restrictions on the use of roads, and the quality of road maintenance. Although horses, motorcycles, all terrain vehicles, bicycles, and foot traffic are important vectors to gain access to lands beyond the end of maintained roads, most people utilize automobiles or light trucks during visits to public lands, and the supply of maintained roads offers a reasonably good indicator of access opportunities. The EIS's do not address road maintenance issues, nor do they specifically identify which roads would have use restrictions in the future. Estimates of changes in.roaded access are based solely on anticipated changes in road densities across the Basin.

An additional issue surrounding the concept of access deals with the capability of people with disabilities to utilize facilities and experience programs sponsored by the Forest Service and BLM. The alternatives proposed in the two EIS's do not address the issue of facilities access for people with disabilities, since facilities developments are left to more detailed project planning documents.

The issues of roadless areas has not been explicitly addressed by the two EIS's. None of the alternatives proposed in the Eastside or UCRB EIS's alters existing official designations of roadless areas in the Basin.

The tool utilized in this analysis to measure variation among alternatives of the quantity of roaded access is road density (miles/square mile). Road density is classified in four categories: no roads, very low/low, moderate, and high/extremely high. These are defined as follows:

None	0.0 - .02 mi./sq. mi.
Very Low/Low.	.02 - .7 mi./sq. mi.
Moderate	.7 - 1.7 mi./sq. mi.
High/Extremely High	> 1.7 mi./sq. mi.

Assumptions

- Low volume roads will be most affected by changes in road density, even in areas proposed as reserves.

- Decreases in road density will be based on road obliterations, where the roadbed is regraded and revegetated.

- Funds for road maintenance and road obliterations will be available.

Current Conditions

Currently, the Basin has a predominance of the supply of large unroaded areas in the contiguous United States, and this is an attraction to recreationists seeking primitive or semi-primitive wildland experiences (McCool and others 1996, Haynes and Home 1996). At the same time, recreational experiences based on the use of roads, such as driving for pleasure, are among the most popular types of experiences among residents and visitors of the Basin, and in the aggregate, roaded recreational use provides the highest net economic value from Forest Service and BLM lands (Haynes and Horne 1996). About 39% of the federal lands in the Eastside EIS area are categorized as in the Very Low or None road density classes. In the Upper Columbia EIS area, the figure is about 58%. However, 'land in the High/Extremely High category accounts for 34% and 21% of the land in the Eastside and Upper Columbia areas respectively.

Preliminary data on effects of alternatives

Alternatives 3, 4 and 7 would provide reductions in proportion of land classified as High/Extremely High road density in the Eastside EIS area. These alternative lead to an estimated 40%, 48% and 43% reduction in land in this class, with an associated increase in the Moderate road density class. Alternatives 6 and 7 reduce the proponion of land in the High/Extremely High category in the Upper Columbia EIS area. but by more modest proportions: 12% and 14% respectively. The changes in road density vary across Ecological Reporting Units.

Road Density Classes for EEIS and UCRB FS/BLM lands by Management Region, Management Class and Simulation Year. 10

27-Feb-96

disclaimer: The road density predictions for alternatives are simulations created to model EIS prescriptions. They are not meant to insinuate the desired road density or infer areas for highest priority closures. Local information needs to be consulted for decisions on where to close roads.

Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
EEIS								
BLM/FS								
None	2,907,900	2,865,900	2,907,900	2,907,900	2,907,900	2,896,900	2,907,900	2,907,900
Percent Change from Current		-1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	24.7%	24.4%	24.7%	24.7%	24.7%	24.6%	24.7%	24.7%
Very Low / Low	1,653,900	1,586,100	1,653,900	1,653,900	1,653,900	1,627,400	1,653,900	1,653,900
Percent Change from Current		-4%	0%	0%	0%	-2%	0%	0%
% of Region /Class Total	14.1%	13.5%	14.1%	14.1%	14.1%	13.8%	14.1%	14.1%
Moderate	3,237,800	3,347,600	3,237,800	4,822,800	5,140,900	3,275,300	3,367,800	4,952,800
Percent Change from Current		3%	0%	49%	59%	1%	4%	53%
% of Region /Class Total	27.5%	28.4%	27.5%	41.0%	43.7%	27.8%	28.6%	42.1%
High / Extremely High	3,968,900	3,968,900	3,968,900	2,383,900	2,065,800	3,968,900	3,838,900	2,253,900
Percent Change from Current		0%	0%	-40%	-48%	0%	-3%	-43%
% of Region /Class Total	33.7%	33.7%	33.7%	20.3%	17.6%	33.7%	32.6%	19.2%
BLM/FS EEIS Total	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500
UCRB								
BLM/FS								
None	6,093,500	5,855,900	6,093,500	6,093,500	6,093,500	6,040,700	6,093,500	6,093,500
Percent Change from Current		-4%	0%	0%	0%	-1%	0%	0%
% of Region /Class Total	35.9%	34.5%	35.9%	35.9%	35.9%	35.6%	35.9%	35.9%
Very Low / Low	3,834,800	3,980,300	3,834,800	3,834,800	3,834,800	3,838,000	3,834,800	3,834,800
Percent Change from Current		4%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	22.6%	23.4%	22.6%	22.6%	22.6%	22.6%	22.6%	22.6%

Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderate	3,455,100	3,547,200	3,455,100	3,529,200	3,529,200	3,504,700	3,877,300	3,951,400
Percent Change from Current		3%	0%	2%	2%	1%	12%	14%
% of Region /Class Total	20.3%	20.9%	20.3%	20.8%	20.8%	20.6%	22.8%	23.3%
High / Extremely High	3,595,300	3,595,300	3,595,300	3,521,200	3,521,200	3,595,300	3,173,100	3,099,000
Percent Change from Current		0%	0%	-2%	-2%	0%	-12%	-14%
% of Region /Class Total	21.2%	21.2%	21.2%	20.7%	20.7%	21.2%	18.7%	18.3%
BLM/FS UCRB Total	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700
Grand Total of EEIS and UCRB BLM/FS Lands :	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200

Road Density Classes for EEIS and UCRB FS/BLM lands by ERU, Management Region, Management Class and Simulation Year 10

27-Feb-96

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Ecological Reporting Unit / Manaaement Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Blue Mountains								
EEIS								
BLM/FS								
None	652,500	637.700	652.500	652.500	652.500	652.500	652,500	652,500
Percent Change from Current		-2%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	25.8%	25.2%	25.8%	25.8%	25.8%	25.8%	25.8%	25.8%
Very Low / Low	234,600	230,300	234.600	234,600	234.600	234.600	234,600	234,600
Percent Change from Current		-2%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	9.3%	9.1%	9.3%	9.3%	9.3%	9.3%	9.3%	9.3%
Moderate	453.300	472.400	453.300	1.279.600	1.289.400	453.300	463.400	1.289.700
Percent Change from Current		4%	0%	182%	184%	0%	2%	185%
% of Region /Class Total	17.9%	18.7%	17.9%	50.6%	51.0%	17.9%	18.3%	51.0%
High / Extremely High	1,189.400	1,189,400	1,189.400	363,100	353,300	1,189.400	1,179,300	353.000
Percent Change from Current		0%	0%	-69%	-70%	0%	-1%	-70%
% of Region /Class Total	47.09'0	47.0%	47.096	14.4%	14.0%	47.0%	46.6%	14.0%
Blue Mountains EEIS BLM/FS Total	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800
UCRB								
BLM/FS								
None	16,000	16.000	16,000	16,000	16.000	16,000	16,000	16,000
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	14.8%	14.8%	14.8%	14.8%	14.8%	14.8%	14.8%	14.8%
Very Low / Low	3h.700	34,700	34.700	34.700	34.700	34.700	34.700	34,700
Percent Change from Current		0%	0%	0%	0%	0%	0 %	0%
% of Region /Class Total	32.1%	32.1%	32.1%	32.1%	32.1%	32.1%	32.1%	32.1%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderate	28,100	28,100	28,100	28,100	28,100	28,100	28,200	28,200
Percent Change from Current		*0%*	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	26.0%	26.0%	26.0%	26.0%	26.0%	26.0%	26.1%	26.1%
High / Extremely High	29,300	29,300	29,300	29,300	29,300	29,300	29,200	29,200
Percent Change from Current		*0 %*	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	27.1%	27.1%	27.1%	27.1%	27.1%	27.1%	27.0%	27.0%
Blue Mountains UCRB BLM/FS Total	108,100	108,100	108,100	108,100	108,100	108,100	108,100	108,100
Blue Mountains UCRB and EEIS FS/BLM Total	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900
Central Idaho Mountains								
EEIS								
BLM/FS								
None	8,300	8,300	8,300	8,300	8,300	8,300	8,300	8,300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	92.2%	92.2%	92.2%	92.2%	92.2%	92.2%	92.2%	92.2%
Very Low / Low	100	100	100	100	100	100	100	100
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	1.1%	1.1%	1.1%	1.1%	1.1%	1.1%	1.1%	1.1%
Moderate	0	0	0	0	0	0	600	600
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	6.7%	6.7%
High / Extremely High	600	600	600	600	600	600	0	0
Percent Change from Current		0%	0%	0%	0%	0%	-100%	-100%
% of Region /Class Total	6.7%	6.7%	6.7%	6.7%	6.7%	6.7%	0.0%	0.0%
Central Idaho Mountains EEIS BLM/FS Total	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
UCRB								
BLM/FS								
None	3,606,600	3,562,600	3,606,600	3,606,600	3,606,600	3,606,600	3,606,600	3,606,600
Percent Change from Current		-1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	55.8%	55.1%	55.8%	55.8%	55.8%	55.8%	55.8%	55.8%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Very Low / Low	968,800	1,003,300	968,800	958,800	968,800	968,800	968,800	968,800
Penent Change from Current		*4%*	*0%*	*0%*	*0%*	*0*	*% 0%*	*0%*
% of Region /Class Total	15.0%	15.5%	15.0%	15.0%	15.0%	15.0%	15.0%	15.0%
Moderate	914,500	924,000	914,500	943,200	943,200	914,500	1,138,000	1,166,700
Percent Change from Current		1%	0%	3%	3%	0%	24%	28%
% of Region /Class Total	14.246	14.3%	14.2%	14.6%	14.6%	14.2%	17.6%	18.1%
High / Extremely High	972,400	972,400	972,400	943,700	943,700	972,400	748,900	720,200
Percent Change from Current		0%	*0%*	-3%	-3%	. 0%	-23%	-26%
% of Region /Class Total	15.0%	15.0%	15.0%	14.6%	14.6%	15.0%	11.6%	11.1%
Central Idaho Mountains UCRB BLM/FS Total	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300
Central Idaho Mountains UCRB and EEIS FS/BLM Total	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300
Columbia Plateau								
EEIS								
BLM/FS								
None	113,200	112,000	113,200	113,200	113,200	113,200	113,200	113,200
Percent Change from Current		-1%	0%	0%	0%	0%	0%	0%
% of Region /C/ass Total	10.8%	10.7%	10.8%	10.8%	10.8%	10.8%	10.8%	10.8%
Very Low / Low	87,900	83,200	87,900	87,900	87,900	87,900	87,900	87,900
Percent Change from Current		-5%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	8.4%	8.0%	8.4%	8.4%	8.4%	8.4%	8.4%	8.4%
Moderate	265,200	271,100	265,200	351,000	634,100	265,200	266.200	352.000
Percent Change from Current		2%	0%	32%	139%	0%	0%	33%
% of Region /Class Total	25.4%	25.9%	25.4%	33.6%	60.6%	25.40:	25.5%	33.7%
High / Extremely High	579,300	579,300	579,300	493,500	210,400	579,300	578,300	492,500
Percent Change from Current		*0%*	0%	-15%	-64%	0%	0%	-15%
% of Region /Class Total	55.4%	55.4%	55.4%	47.246	20.1%	55.4%	55.3%	47.1%
Columbia Plateau EEIS BLM/FS Total	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600
UCRB								
BLM/FS								

Ecological Reporting Unit / Manaaement Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
None	1,400	1,300	1,400	1,400	1,400	1,400	1,400	1,400
Percent Change from Current		-7%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	1.7%	1.5%	1.7%	1.7%	1.7%	1.7%	1.7%	1.7%
Very Low / Low	3,100	3,200	3,100	3,100	3,100	3,100	3,100	3,100
Percent Change from Current		3%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	3.7%	3.8%	3.7%	3.7%	3.7%	3.7%	3.7%	3.7%
Moderate	4,400	4,400	4,400	4,400	4,400	4,400	54,900	54,900
Percent Change from Current		0%	0%	0%	0%	0%	1148%	1148%
% of Region /Class Total	5.2%	5.2%	5.2%	5.2%	5.2%	5.2%	65.3%	65.3%
High / Extremely High	75,200	75,200	75,200	75,200	75,200	75,200	24,700	24,700
Percent Change from Current		0%	0%	0%	0%	0%	-67%	-67%
% of Region /Class Total	89.4%	89.4%	89.4%	89.4%	89.4%	89.4%	29.4%	29.4%
Columbia Plateau UCRB BLM/FS Total	84,100	84,100	84,100	84,100	84,100	84,100	84,100	84,100
Columbia Plateau UCRB and EEIS FS/BLM Total	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700
Lower Clark Fork UCRB BLM/FS								
None	221,200	192,100	221,200	221,200	221,200	192,100	221,200	221,200
Percent Change from Current		-13%	0%	0%	0%	-13%	0%	0%
% of Region /Class Total	12.7%	11.0%	12.7%	12.7%	12.7%	11.0%	12.7%	12.7%
Very Low / Low	122,900	127,700	122,900	122,900	122,900	127,700	122,900	122,900
Percent Change from Current		4%	0%	0%	0%	4%	0%	0%
% of Region /Class Total	7.1%	7.3%	7.1%	7.1%	7.1%	7.3%	7.1%	7.1%
Moderate	374,200	398,500	374,200	374,200	374,200	398,500	374,200	374,200
Percent Change from Current		6%	0%	0%	0%	6%	0%	0%
% of Region /Class Total	21.5%	22.9%	21.5%	21.5%	21.5%	22.9%	21.5%	21.5%
High / Extremely High	1,023,300	1,023,300	1,023,300	1,023,300	1,023,300	1,023,300	1,023,300	1,023,300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	58.8%	58.8%	58.8%	58.8%	58.8%	58.8%	58.8%	58.8%
Lower Clark Fork UCRB BLM/FS Total	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Lower Clark Fork UCRB and EEIS FS/BLM Total	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600
Northern Cascades								
EEIS								
BLM/FS								
None	653,900	641,700	653,900	653,900	653,900	648,200	653,900	653,900
Percent Change from Current		-2%	0%	0%	0%	-1%	0%	0%
% of Region /Class Total	47.095	46.1%	47.09:	47.0%	47.0%	46.6%	47.0%	47.0%
Very Low / Low	138,800	138,900	138,800	138,800	138,800	139,200	138,800	138,800
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
Moderate	225,300	237,400	225,300	225,300	225,300	230,600	251,300	251,300
Percent Change from Current		5%	0%	0%	0%	2%	12%	12%
% of Region /Class Total	16.2%	17.1%	16.2%	16.2%	16.2%	16.6%	18.1%	18.1%
High / Extremely High	373,200	373,200	373,200	373,200	373,200	373,200	347,200	347,200
Percent Change from Current		0%	0%	0%	0%	0%	-7%	-7%
% of Region /Class Total	26.8%	25.83;	26.8%	26.89:	26.8%	26.8%	25.0%	25.096
Northern Cascades EEIS BLM/FS Total	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200
Northern Cascades UCRB and EEIS FS/BLM Total	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200
Northern Glaciated Mountains								
EEIS								
BLM/FS								
None	72,600	70,300	72,600	72,600	72,600	70,300	72,600	72,600
Percent Change from Current		-3%	0%	0%	0%	-3%	0%	0%
% of Region /Class Total	12.2%	11.8%	12.2%	12.2%	12.2%	11.8%	12.2%	12.2%
Very Low / Low	17,800	18,000	17,800	17,800	17,800	18,000	17,800	17,800
Percent Change from Current		1%	0%	0%	0%	1%	0%	0%
% of Region /Class Total	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%
Moderate	84,400	86,500	84,400	84,400	84,400	86,500	84,400	84,400
Percent Change from Current		2%	0%	0%	0%	2%	0%	0%
% of Region /Class Total	14.2%	14.6%	14.2%	14.2%	14.2%	14.6%	14.2%	14.2%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
High / Extremely High	419,100	419,100	419,100	419,100	419,100	419,100	419,100	419,100
Percent Change from Current		*0%*	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region/Class Total	70.64'0	70.6%	70.6%	70.6%	70.6%	70.6%	70.6%	70.6%
Northern Glaciated Mountains EEIS BLM/FS Total	593,900	593,900	593,900	593,900	593,900	593,900	593,900	593,900
UCRB								
BLM/FS								
None	599.200	561,900	599.200	599.200	599.200	575,500	599.200	599.200
Percent Change from Current		-6%	0%	0%	0%	-4%	0%	0%
% of Region /Class Total	28.5%	26.7';	28.5%	23.5'5	28.5%	27.4%	28.5%	28.5%
Very Low / Low	246,800	255,700	246,800	216.860	246.800	245.200	246.800	246,800
Percent Change from Current		4%	0%	0%	0%	-1%	0%	0%
% of Region /C/ass Total	11.7%	12.2%	11.7%	11.7%	11.7%	11.7%	11.7%	11.7%
Moderate	294,400	322800	294,400	294,400	294.400	319,700	326,800	326,800
Percent Change from Current		10%	0%	0%	0%	9%	11%	11%
% of Region /Class Total	14.09'0	15.4%	14.0%	14.0%	14.0%	15.2%	15.5%	15.5%
High / Extremely High	961,300	961,300	961,300	961,300	961,300	961.300	928,900	928,900
Percent Change from Current		0%	*0%*	0%	*0%*	*0%*	-3%	-3%
% of Region /Class Total	45.7'6	45.7%	45.7%	45.73	45.7%	45.7%	44.2%	44.2%
Northern Glaciated Mountains UCRB BLM/FS Total	2,101,700	2,101,700	2,101,700	2.101,700	2,101,700	2,101,700	2,101,700	2,101,700
Northern Glaciated Mountains UCRB and EEIS FS/BLM Total	2,695,600	2,695,500	2,695,600	2,695,600	2,695,600	2,695,600	2,695,600	2,695,600
Northern Great Basin								
EEIS								
BLM/FS								
None	727.000	725.600	727,000	727.000	727.000	727,000	727,000	727,000
Percent Change from Current		*0%*	0%	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	23.7%	23.7%	23.7%	23.7%	23.7%	23.7%	23.7%	23.7%
Very Low / Low	757,900	751,900	757,900	757,900	757,900	757,900	757,900	757,900
Percent Change from Current		-1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	24.7%	21.54:	24.746	24.7%	24.7%	24.7%	24.7%	24.7%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderate	1,237,000	1,244,400	1,237,000	1,365,300	1,365,300	1,237,000	1,237,000	1,365,300
Percent Change from Current		1%	0%	10%	10%	0%	0%	10%
% of Region /Class Total	40.4%	40.69:	40.4%	44.6%	44.6%	40.4%	40.49'0	44.6%
High / Extremely High	342.700	342.700	342.700	214.400	214.400	342,700	342,700	214,400
Percent Change from Current		0%	*0%*	-37%	-37%	0%	0%	-37%
% of Region /Class Total	11.2%	11.2%	11.2%	7.0%	7.0%	11.2%	11.2%	7.0%
Northern Great Basin EEIS BLM/FS Total	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600
Northern Great Basin UCRB and EEIS FS/BLM Total	X064.600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600
Owyhee Uplands								
EEIS								
BLM/FS								
None	434,500	434,500	434,500	434,500	434,500	434,500	434,500	434,500
Percent Change from Current		*0%*	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	27.1%	27.1%	27.1%	27.1%	27.1%	27.146	27.1%	27.1%
Very Low / Low	302.300	302.300	302.300	302.300	302.300	302.300	302.300	302,300
Percent Change from Current		*0%*	0%	*0%*	*0%*	*0%*	0%	*0%*
% of Region /Class Total	18.8%	18.8%	18.8%	18.8%	18.8%	18.8%	18.8%	18.8%
Moderate	816.400	846,400	846,400	849,700	849,700	846.400	846,400	849,700
Percent Change from Current		*0%*	0%	0%	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	52.7%	52.7%	52.7%	52.9%	52.9%	52.7%	52.74:	52.9%
High / Extremely High	22.200	22.200	22.200	18,900	18,900	22.200	22,200	18,900
Percent Change from Current		*0%*	*0%*	-15%	-15%	0%	0%	-15%
% of Region /Class Total	1.4%	1.4%	1.4%	1.2%	1.2%	1.4%	1.4%	1.2%
Owyhee Uplands EEIS BLM/FS Total	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400
UCRB								
BLM/FS								
None	677,800	677,800	677,800	677,800	677,800	677,800	677,800	677,800
Percent Change from Current		0%	0%	0%	0%	*0%*	*0%*	*0%*
% of Region /Class Total	18.9%	18.9%	18.9%	18.9%	18.9%	18.9%	18.9%	18.9%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Very Low / Low	1,697,500	1,697,500	1,697,500	1,697,500	1,697,500	1,697,500	1,697,500	1,697,500
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	47.3%	47.3%	47.3%	47.3%	47.3%	47.3%	47.3%	47.3%
Moderate	1,074,600	1,074,600	1,074,600	1,074,600	1,074,600	1,074,600	1,074,600	1,074,600
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	29.9%	29.9%	29.9%	29.9%	29.9%	29.9%	29.9%	29.9%
High / Extremely High	139,800	139,800	139,800	139,800	139,800	139,800	139,800	139,800
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	3.9%	3.9%	3.9%	3.9%	3.9%	3.9%	3.9%	3.9%
Owyhee Uplands UCRB BLM/FS Total	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700
Owyhee Uplands UCRB and EEIS FS/BLM Total	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100
Snake Headwaters								
UCRB								
BLM/FS								
None	99,400	97,600	99,400	99,400	99,400	99,400	99,400	99,400
Percent Change from Current		-2%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	33.1%	32.5%	33.1%	33.1%	33.1%	33.1%	33.1%	33.1%
Very Low / Low	72,600	74,200	72,600	72,600	72,600	72,600	72,600	72,600
Percent Change from Current		2%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	24.2%	24.7%	24.2%	24.2%	24.2%	24.2%	24.2%	24.2%
Moderate	75,000	75,200	75,000	76,900	76,900	75,000	75,000	76,900
Percent Change from Current		0%	0%	3%	3%	0%	0%	3%
% of Region /Class Total	25.0%	25.1%	25.0%	25.6%	25.6%	25.0%	25.0%	25.6%
High / Extremely High	53,100	53,100	53,100	51,200	51,200	53,100	53,100	51,200
Percent Change from Current		0%	0%	-4%	-4%	0%	0%	-4%
% of Region /Class Total	17.7%	17.7%	17.7%	17.1%	17.1%	17.7%	17.7%	17.1%
Snake Headwaters UCRB BLM/FS Total	300,100	300,100	300,100	300,100	300,100	300,100	300,100	300,100
Snake Headwaters UCRB and EEIS FS/BLM Total	300,100	300,100	300,100	300,100	300,100	300,100	300,100	300,100
Southern Cascades								
EEIS								

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
BLM/FS								
None	152,600	145,700	152,600	152,600	152,600	149,600	152,600	152,600
Percent Change from Current		-5%	0%	0%	0%	-2%	0%	0%
% of Region /Class Total	19.2%	18.3%	19.2%	19.2%	19.2%	18.8%	19.2%	19.2%
Very Low / Low	67,000	35,400	67,000	67,000	67,000	39,900	67,000	67,000
Percent Change from Current		-47%	0%	0%	0%	-40%	0%	0%
% of Region /Class Total	8.4%	4.4%	8.4%	8.4%	8.4%	5.0%	8.4%	8.4%
Moderate	54,000	92,500	54,000	195,400	195,400	84,100	132,000	273,400
Percent Change from Current		71%	0%	262%	262%	56%	144%	406%
% of Region /Class Total	6.8%	11.6%	6.8%	24.6%	24.6%	10.6%	16.6%	34.4%
High / Extremely High	522,200	522,200	522,200	380,800	380,800	522,200	444,200	302,800
Percent Change from Current		0%	0%	-27%	-27%	0%	-15%	-42%
% of Region /Class Total	65.6%	65.6%	65.6%	47.9%	47.9%	65.6%	55.8%	38.0%
Southern Cascades EEIS BLM/FS Total	795,800	795,800	795,800	795,800	795,800	795,800	795,800	795,800
Southern Cascades UCRB and EEIS FS/BLM Total	795,800	795,800	795,800	795,800	795,800	795,800	795,800	795,800
Upper Clark Fork								
UCRB								
BLM/FS								
None	523,600	398,300	523,600	523,600	523,600	523,600	523,600	523,600
Percent Change from Current		-24%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	42.5%	32.3%	42.5%	42.5%	42.5%	42.5%	42.5%	42.5%
Very Low / Low	190,400	286,000	190,400	190,400	190,400	190,400	190,400	190,400
Percent Change from Current		50%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	15.5%	23.2%	15.5%	15.5%	15.5%	15.5%	15.5%	15.5%
Moderate	266,600	296,300	266,600	310,100	310,100	266,600	382,300	425,800
Percent Change from Current		11%	0%	16%	16%	0%	43%	60%
% of Region /Class Total	21.6%	24.1%	21.6%	25.2%	25.2%	21.6%	31.0%	34.6%
High / Extremely High	251,100	251,100	251,100	207,600	207,600	251,100	135,400	91,900
Percent Change from Current		0%	0%	-17%	-17%	0%	-46%	-63%
% of Region /Class Total	20.4%	20.4%	20.4%	16.9%	16.9%	20.4%	11.0%	7.5%
Upper Clark Fork UCRB BLM/FS Total	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Upper Clark Fork UCRB and EEIS FS/BLM Total	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700
Upper Klamath								
EEIS								
BLM/FS								
None	03.300	90.100	93,300	93.300	93.300	93.300	93.300	93.300
Percent Change from Current		-3%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	12.7%	12.3%	12.7%	12.7%	12.7%	12.7%	12.7%	12.7%
Very Low / Low	47.500	26.000	47,500	47,500	47,500	47,500	47,500	47,500
Percent Change from Current		- 45%	0%	0%	0%	0%	0%	0%
% of Region/Class Total	6.5%	'3.546	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%
Moderate	72.200	96.900	72.200	472.100	497,300	T2.200	86.500	486,400
Percent Change from Current		34%	0%	554%	589%	0%	20%	574%
% of Region /Class Total	9.8%	13.2%	9.8%	64.4%	'67.8%	9.8%	11.8%	66.3%
High / Extremely High	520.200	520.200	520.200	120.300	95,100	520.200	505.900	106.000
Percent Change from Current		0%	0%	-77%	-82%	0%	-3%	-80%
% of Region /Class Total	70.9%	70.993	70.9%	16.4%	13.0'6	70.9%	69.046	14.59'0
Upper Klamath EEIS BLM/FS Total	733.200	733,200	733,200	733.200	733,200	733,200	733,200	733,200
Upper Klamath UCRB and EEIS FS/BLM Total	733,200	733,200	733,200	733,200	733,200	733,200	733,200	733,200
Upper Snake								
UCRB								
BLM/FS								
None	348.300	348.300	338,300	348,300	348,300	348,300	348.300	348,300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	25.6%	25.6%	25.6%	25.6%	25.64'0	25.6%	25.6%	25.644
Very Low / Low	498.000	498.000	498,000	498,000	498,000	498.000	498,000	498,000
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	36.6%	36.636	36.646	36.6%	36.6%	36.6%	36.6%	36.6%
Moderate	423.300	423.300	423.300	423.300	423.300	423.300	423.300	423.300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	31.1%	31.1%	31.1%	31.1%	31.1%	31.1%	31.1%	31.1%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
High / Extremely High	89,800	89,800	89,800	89,800	89,800	89,800	89,800	89,800
Percent Change from Current		0%	*0%*	*0%*	0%	*0%*	*0%*	*0%*
% of Region /Class Total	6.6%	6.6%	6.6%	6.6%	6.6%	6.6%	6.6%	6.6%
Upper Snake UCRB BLM/FS Total	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400
Upper Snake UCRB and EEIS FS/BLM Total	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400
Grand Total of UCRB and EEIS BLM/ FS Lands:	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200

Assumptions and Data about Scenic Integrity

Introduction

The scenic quality of federal lands in the Basin are important not only to residents, but to nonresidents visiting the area. A number of lands within the Basin, for example national parks, have been Congressionally designated because, in part, of their scenic attractiveness. Natural resource management activity impacts scenic quality and integrity through changes resulting from road construction, timber harvesting, utility corridors, ski areas and the like. The urban areas in the Basin are attractive to many people because of the contrasting natural appearing scenery that frames urban areas. This high quality scenic backdrop helps to attract new businesses, and growth in the Basin can be related to the high quality amenities in the region, of which scenery is an integral part (Rasker 1995). Population growth of high amenity recreation counties in the basin (Johnson and Beale 1995) has been the major driver of economic growth and job opportunities (Haynes and Home 1996).

The tool utilized in this analysis *to* measure variation among alternatives of the quality of scenery in the Basin is scenic integrity, which refers to visual "intactness" of a landscape, based largely on the evidence of human disturbance. Where human alterations of naturally evolving or naturally appearing landscapes are more evident, the lower the scenic integrity. In developing an existing scenic integrity inventory for the ICBEMP, classifications were made at the scale of the 6th code Hydrologic Unit Code (HUC) utilizing five categories: Very High (settings where the landscape is visually intact with only minute deviations), High (settings where the landscape appears intact), Moderately High (settings where the landscape appears slightly fragmented), Moderately Low (settings where the landscape appears fragmented) and Low (settings where the landscape appears heavily fragmented).

Assumptions

- Successional changes will contribute to changes in scenic integrity. If these changes proceed naturally, the change in scenic integrity will be generally positive.
- Areas that are burned in either wildfires and prescribed fires will return quickly enough to a natural appearance that they will not detract from scenic integrity.
- Timber harvesting and other human activities affect scenic integrity through changes in naturally occurring form, line color and texture. Timber harvesting and other human activities can be managed such that they repeat the naturally occurring form, line, color and texture of a landscape when viewed at a moderate distance.
- New road construction associated with timber harvests is expected to detract from scenic integrity.

Current conditions

In general, scenic conditions within the Basin are very good, with several major portions of the Basin representing perhaps the most visually intact areas within the contiguous United States. About 44% of the federal land in the Eastside EIS area and 67% of the federal land in the Upper Columbia EIS area are in High or Very High scenic integrity classes. About 14% of the federal land in the Eastside EIS area and 7% of the federal land in the Upper Columbia EIS area are classified as Moderately Low or Low scenic integrity.

Preliminary data on effects of alternatives

Data supplied by the ICBEMP shows relatively modest changes in scenic integrity classes from alternative to alternative, although occasionally there are more significant changes on a relative basis. For example, in the Eastside EIS area, the amount of land in the Moderately Low scenic integrity class would decrease from 1.475 million hectares under the current condition to 686,000 acres under alternative 4. This represents a 54% decrease in the proportion of lands in this class, although the proportion itself changes from 12.6% to 5.8%. The alternatives in the Upper Columbia EIS area do not have similar apparent major changes from current conditions. In general, alternative 7 leads to an increase in scenic integrity class, while alternative 5 leads to a decrease. Effects on individual Ecological Reporting units vary from one alternative to another.

Scenic Integrity Classes for EEIS and UCRB FS/BLM lands by Management Region, Management Class and Simulation Year 10

27-Feb-96

Disclaimer: The Ag/Developed Lands include crop/hay/pasture lands in both agriculture and closed herbland structures. This results in more hectares in agriculture than were calculated in the Assessment. This is due to using Physiognomic Types rather than structures for classification.

The Current Year data portrayed in this report is from version 1 of the alternatives (fall 1995). Due to changes in the look up tables (classification of cover types to cover type codes) used for the latest CRBSUM vegetation predictions, the current year baseline was changed when the model was initialized. However. this new modeled Current Year will not be reported since this would change the baseline and many other analyses that have alread been completed. The timeline does not allow for redos of all previous work. The overall impact of using the old current baseline is that differences between alternatives and current hectares may appear to be larger than they should be.

Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
EEIS								
BLM/FS								
Ag. / Developed Lands	100	100	100	100	100	100	100	100
Percent Change from Current		0%	*0%*	*0%*	*0%*	*0%*	*0%*	*ox*
% of Region /Class Total	*0.0%*	0.0%	*0.0%*	*0.0%*	0.0%	*0.0%*	*0.0%*	*0.0%*
Very High Scenic Integrity	2,877,600	2,971,800	3,042,000	3,005,600	3,005,000	2,981,800	3,008,100	3,041,500
Percent Change from Current		3%	6%	4%	4%	4%	5%	6%
% of Region /Class Total	24.5%	*25.3%*	25.8%	25.5%	25.5'6	25.3%	25.6%	25.8%
High Scenic Integrity	2,246,600	2,129,000	2,089,500	3,417,300	3,419,000	2,118,200	2,208,600	3,558,500
Percent Change from Current		-5%	-7%	52%	52%	-6%	-2%	58%
% of Region /Class Total	19.1%	18.1%	17.8%	29.0%	29.1%	18.0%	18.8%	30.2%
Moderately High Scenic Integrity	5,003,300	4,926,800	4,927,800	4,233,800	4,552,100	4,946,800	4,896,900	4,166,500
Percent Change from Current		-2%	-2%	-15%	-9%	-1%	-2%	-17%
% of Region /Class Total	42.5%	41.9%	41.9%	36.046	38.7%	42.0%	41.6%	35.4%
Moderately Low Scenic Integrity	1,478,300	1,537,700	1,524,200	983,600	686,000	1,526,300	1,471,100	891,500
Percent Change from Current		4%	3%	-33%	-54%	3%	0%	-40%
% of Region /C/ass Total	12.6%	13.1%	13.0%	8.44'0	5.8%	13.0%	12.5%	7.6%
Low Scenic Integrity	162.600	203.100	184,900	128,100	106,300	195,300	183,700	110,400
Percent Change from Current		25%	14%	-21%	-35%	20%	13%	-32%
% of Region /Class Total	1.4%	1.7%	1.6%	1.1%	0.9%	1.7%	1.6%	0.9%
BLM/FS EEIS Total	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500	11,768,500

Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
UCRB								
BLM/FS								
Ag. / Developed Lands	100	100	100	100	100	100	100	100
Percent Change from Current		0%	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Very High Scenic Integrity	6,049,100	6,094,100	6,179,200	6,028,500	6,026,500	6,045,300	6,096,400	6,209,500
Percent Change from Current		1%	2%	0%	0%	0%	1%	3%
% of Region /Class Total	35.6%	35.9%	36.4%	35.5%	35.5%	35.6%	35.9%	36.6%
High Scenic Integrity	5,343,800	5,199,900	5,178,800	5,347,900	5,359,600	5,236,700	5,572,000	5,613,900
Percent Change from Current		-3%	-3%	0%	0%	-2%	4%	5%
% of Region /Class Total	31.5%	30.6%	30.5%	31.5%	31.6%	30.8%	32.8%	33.1%
Moderately High Scenic Integrity	4,439,700	4,342,800	4,375,700	4,309,700	4,334200	4,384,400	4,173,800	4,125,700
Percent Change from Current		-2%	-1%	-3%	-2%	-1%	-6%	-7%
% of Region /Class Total	26.1%	25.6%	25.8%	25.4%	25.5%	25.8%	24.6%	24.3%
Moderately Low Scenic Integrity	974,000	1,144,500	1,060,500	1,099,500	1,069,200	1,116,900	963,600	869,000
Percent Change from Current		18%	9%	13%	10%	15%	-1%	-11%
% of Region /Class Total	5.7%	6.7%	6.2%	6.5%	6.3%	6.6%	5.7%	5.1%
Low Scenic Integrity	172,000	197,300	184,400	193,000	189,100	195,300	172,800	159,500
Percent Change from Current		15%	7%	12%	10%	14%	0%	-7%
% of Region /Class Total	1.0%	1.2%	1.1%	1.1%	1.1%	1.2%	1.0%	0.9%
BLM/FS UCRB Total	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700	16,978,700
Grand Total of EEIS and UCRB BLM/FS Lands :	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200

Scenic Integrity Classes for EEIS and UCRB FS/BLM lands by ERU, Management Region, Management Class and Simulation Year 10

27-Feb-96

Disclaimer: The Ag/Developed Lands include crop/hay/pasture lands in both agriculture and closed herbland structures. This results in more hectares in agriculture than were calculated in the Assessment. This is due to using Physiognomic Types rather than structures for classification.

The Current Year data portrayed in this report is from version 1 of the alternatives (fall 1995). Due to changes in the look up tables (classification of cover types to cover type codes) used for the latest CRBSUM vegetation predictions, the current year baseline was changed when the model was initialized. However, this new modeled Current Year will not be reported since this would change the baseline and many other analyses that have alread been completed. The timeline does not allow for redos of all previous work. The overall impact of using the old current baseline is that differences between alternatives and current hectares may appear to be larger than they should be.

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Blue Mountains								
EEIS								
BLM/FS								
Very High Scenic Integrity	577,400	580,800	598,100	579,400	579,400	579,800	580,800	591,300
Percent Change from Current		1%	4%	0%	0%	0%	1%	2%
% of Region /Class Total	22.8%	23.0%	23.6%	22.9%	22.9%	22.9%	23.0%	23.4%
High Scenic Integrity	495,600	479,300	468,700	1,165,600	1,165,700	479,400	484,900	1,186,200
Percent Change from Current		-3%	-5%	135%	135%	-3%	-2%	139%
% of Region /Class Total	19.6%	18.9%	18.5%	46.1%	46.1%	19.0%	19.2%	46.9%
Moderately High Scenic Integrity	1,016,700	1,012,400	1,009,200	658,300	668,000	1,012,400	1,011,600	642,300
Percent Change from Current		0%	-1%	-35%	-34%	0%	-1%	-37%
% of Region /Class Total	40.2%	40.0%	39.9%	26.0%	26.4%	40.0%	40.0%	25.4%
Moderately Low Scenic Integrity	400,600	404,900	409,000	106,400	97,400	405,600	401,300	91,900
Percent Change from Current		1%	2%	-73%	-76%	1%	0%	-77%
% of Region /Class Total	15.8%	16.0%	16.2%	4.2%	3.9%	16.0%	15.9%	3.6%
Low Scenic Integrity	39,500	52,400	44,800	20,100	19,300	52,600	51,200	18,100
Percent Change from Current		33%	13%	-49%	-51%	33%	30%	-54%
% of Region /Class Total	1.6%	2.1%	1.8%	0.8%	0.8%	2.1%	2.0%	0.7%
Blue Mountains EEIS BLM/FS Total	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800	2,529,800

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
UCRB								
BLM/FS								
Very High Scenic Integrity	43,600	44,200	44,500	44,000	44,000	44,000	44,300	44,500
Percent Change from Current		1%	2%	1%	1%	1%	2%	2%
% of Region /Class Total	40.3%	40.9%	41.2%	40.7%	40.7%	40.7%	41.0%	41.2%
High Scenic Integrity	17,100	16,500	16,800	16,400	16,400	16,400	16,400	16,700
Percent Change from Current		-4%	-2%	-4%	-4%	-4%	-4%	-2%
% of Region /Class Total	15.8%	15.3%	15.5%	15.2%	15.2%	15.2%	15.2%	15.4%
Moderately High Scenic Integrity	27,900	28,700	27,800	28,000	28,000	28,000	27,700	27,900
Percent Change from Current		3%	0%	0%	0%	0%	-1%	0%
% of Region /Class Total	25.8%	26.5%	25.7%	25.9%	25.9%	25.9%	25.6%	25.8%
Moderately Low Scenic Integrity	17,500	16,700	16,900	17,500	17,500	17,500	17,500	17,100
Percent Change from Current		-5%	-3%	0%	0%	0%	0%	-2%
% of degion /Class Total	16.2%	15.4%	15.6%	16.2%	16.2%	16.2%	16.2%	15.8%
Low Scenic Integrity	2,000	2,000	2,100	2,200	2,200	2,200	2,200	1,900
Percent Change from Current		0%	5%	10%	10%	10%	10%	-5%
% of Region /Class Total	1.9%	1.9%	1.9%	2.0%	2.0%	2.0%	2.0%	1.8%
Blue Mountains UCRB BLM/FS Total	108,100	108,100	108,100	108,100	108,100	108,100	108,100	108,100
Blue Mountains UCRB and EEIS FS/BLM Total	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900	2,637,900
Central Idaho Mountains								
EEIS								
BLM/FS								
Very High Scenic Integrity	4,900	5,700	5,600	5,100	5,100	5,100	5,100	5,100
Percent Change from Current		16%	14%	4%	4%	4%	4%	4%
% of Region /Class Total	54.4%	63.3%	62.2%	56.7%	56.7%	56.7%	56.7%	56.7%
High Scenic Integrity	3,500	2,700	2,800	3,300	3,300	3,300	3,900	3,900
Percent Change from Current		-23%	-20%	-6%	-6%	-6%	11%	11%
% of Region /Class Total	38.9%	30.0%	31.1%	36.7%	36.7%	36.7%	43.3%	43.3%
Moderately High Scenic Integrity	600	600	600	600	600	600	0	0
Percent Change from Current		0%	0%	0%	0%	0%	-100%	-100%
% of Region /Class Total	6.7%	6.7%	6.7%	6.7%	6.7%	6.7%	0.0%	0.0%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderately Low Scenic Integrity	0	0	0	0	0	0	0	0
Percent Change from Current		0%	*0%*	*0%*	*0%*	*0%*	*0%*	*0%*
% of Region /Class Total	*0.0%*	0.0%	0.0%	*0.04'0*	0.0%	0.0%	*0.0%*	*0.0%*
Central Idaho Mountains EEIS BLM/FS Total	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
UCRB								
BLM/FS								
Very High Scenic Integrity	2.908.500	3.040.300	3.049,100	2.950.800	2.950.000	2.986.400	2.994.200	3.061.200
Percent Change from Current		5%	5%	*1%*	1%	3%	3%	5%
% of Region /Class Total	45.0%	47.0%	47.29;	45.7%	45.6%	46.2%	46.3%	47.4%
High Scenic Integrity	2.250.500	2.101,100	2.113,500	2.209.200	2.209,800	2.149,000	2.324,700	2,326,500
Percent Change from Current		-7%	-6%	-2%	-2%	-5%	3%	3%
% of Region /Class Total	34.8%	32.5%	32.7%	34.2%	34.2%	33.39:	36.0%	36.0%
Moderately High Scenic Integrity	983.900	968,000	369,600	962.300	962.000	979.400	860,800	818,800
Percent Change from Current		-2%	-1%	-2%	-2%	0%	-13%	-17%
% of Region /Class Total	15.2%	15.0%	15.096	14.9%	14.9%	15.24:	13.3%	12.7%
Moderately Low Scenic Integrity	275.000	304.500	285.700	292.000	292,400	238.800	241.900	219.200
Percent Change from Current		11%	4%	6%	6%	9%	-12%	-20%
% of Region /Class Total	4.3%	4.7%	4.4%	4.5%	4.5%	4.6%	3.7%	3.4%
Low Scenic Integrity	44.400	48,400	44.400	48.000	48,100	48.700	40.700	36,600
Percent Change from Current		9%	*0%*	8%	a%	10%	-a%	-18%
% of Region /Class Total	0.7%	0.7%	0.7%	0.7%	0.7%	0.8%	0.6%	0.6%
Central Idaho Mountains UCRB BLM/FS Total	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300	6,462,300
Central Idaho Mountains UCRB and EEIS FS/BLM Total	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300	6,471,300
Columbia Plateau								
EEIS								
BLM/FS								
Very High Scenic Integrity	171,300	168.900	172,300	171,300	171,500	171.600	172,300	172.300
Percent Change from Current		-1%	1%	0%	0%	0%	1%	1%
% of Region /Class Total	16.4%	16.2%	16.5%	16.496	16.4%	16.4%	16.54'0	16.5%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
High Scenic Integrity	68,400	78,400	66,600	135,800	135,700	67,100	67,600	138,200
Percent Change from Current		15%	-3%	99%	98%	-2%	-1%	102%
% of Region /Class Total	6.5%	7.5%	6.4%	13.0%	13.0%	6.4%	6.5%	13.2%
Moderately High Scenic Integrity	419,200	403,200	408,600	373,200	656,000	411,000	409,800	376,600
Percent Change from Current		-4%	-3%	-11%	56%	-2%	-2%	-10%
% of Region /Class Total	40.1%	38.6%	39.1%	35.7%	62.7%	39.3%	39.2%	36.0%
Moderately Low Scenic Integrity	358,300	366,000	369,000	340,400	77,900	366,300	367,400	334,700
Percent Change from Current		2%	3%	-5%	-78%	2%	3%	-7%
% of Region /Class Total	34.3%	35.0%	35.3%	32.6%	7.5%	35.0%	35.1%	32.0%
Low Scenic Integrity	28,400	29,100	29,100	24,900	4,500	29,600	28,500	23,800
Percent Change from Current		2%	2%	-12%	-84%	4%	0%	-16%
% of Region /Class Total	2.7%	2.8%	2.8%	2.4%	0.4%	2.8%	2.7%	2.3%
Columbia Plateau EEIS BLM/FS Total	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600	1,045,600
UCRB								
BLM/FS								
Very High Scenic Integrity	3,900	3,900	3,900	3,900	3,900	3,900	3,900	3,900
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	4.6%	4.6%	4.6%	4.6%	4.6%	4.6%	4.6%	4.6%
High Scenic Integrity	1,500	1,600	1,500	1,400	1,400	1,400	40,300	44,000
Percent Change from Current		7%	0%	-7%	-7%	-7%	2587%	2833%
% of Region /Class Total	1.8%	1.9%	1.8%	1.7%	1.7%	1.7%	47.9%	52.3%
Moderately High Scenic Integrity	61,000	56,200	58,900	56,300	56,300	56,200	33,700	31,100
Percent Change from Current		-8%	-3%	-8%	-8%	-8%	-45%	-49%
% of Region /Class Total	72.5%	66.8%	70.0%	66.9%	66.9%	66.8%	40.1%	37.0%
Moderately Low Scenic Integrity	15,000	18,700	16,600	18,900	18,900	19,000	4,800	3,600
Percent Change from Current		25%	11%	26%	26%	27%	-68%	-76%
% of Region /Class Total	17.8%	22.2%	19.7%	22.5%	22.5%	22.6%	5.7%	4.3%
Low Scenic Integrity	2,700	3,700	3,200	3,600	3,600	3,600	1,400	1,500
Percent Change from Current		37%	19%	33%	33%	33%	-48%	-44%
% of Region /Class Total	3.2%	4.4%	3.8%	4.3%	4.3%	4.3%	1.7%	1.8%
Columbia Plateau UCRB BLM/FS Total	84,100	84,100	84,100	84,100	84,100	84,100	84,100	84,100
Columbia Plateau UCRB and EEIS FS/BLM Total	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700	1,129,700

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Lower Clark Fork								
UCRB								
BLM/FS								
Very High Scenic Integrity	227,500	222,800	241,800	236,600	236,600	222,200	240,600	243,300
Percent Change from Current		-2%	6%	4%	4%	-2%	6%	7%
% of Region /Class Total	13.1%	12.8%	13.9%	13.6%	13.6%	12.8%	13.8%	14.0%
High Scenic Integrity	404,300	380,600	382,500	377,900	382,400	383,200	378,400	390,600
Percent Change from Current		-6%	-5%	-7%	-5%	-5%	-6%	-3%
% of Region /Class Total	23.2%	21.9%	22.0%	21.7%	22.0%	22.0%	21.7%	22.4%
Moderately High Scenic Integrity	878,400	835,000	855,600	829,300	846,500	837,600	846,900	863,400
Percent Change from Current		-5%	-3%	-6%	-4%	-5%	-4%	-2%
% of Region /Class Total	50.4%	47.9%	49.1%	47.6%	48.6%	48.1%	48.6%	49.6%
Moderately Low Scenic Integrity	213,200	280,900	240,800	272,900	253,600	273,500	253,300	225,400
Percent Change from Current		32%	13%	28%	19%	28%	19%	6%
% of Region /Class Total	12.2%	16.1%	13.8%	15.7%	14.6%	15.7%	14.5%	12.9%
Low Scenic Integrity	18,200	22,300	20,900	24,900	22,500	25,100	22,400	18,900
Percent Change from Current		23%	15%	37%	24%	38%	23%	4%
% of Region /Class Total	1.0%	1.3%	1.2%	1.4%	1.3%	1.4%	1.3%	1.1%
Lower Clark Fork UCRB BLM/FS Total	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600
Lower Clark Fork UCRB and EEIS FS/BLM Total	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600	1,741,600
Northern Cascades								
EEIS								
BLM/FS								
Very High Scenic Integrity	367,300	516,600	513,800	504,300	504,300	502,100	505,300	517,200
Percent Change from Current		41%	40%	37%	37%	37%	38%	41%
% of Region /Class Total	26.4%	37.1%	36.9%	36.2%	36.2%	36.1%	36.3%	37.2%
High Scenic Integrity	582,100	442,800	451,500	458,200	458,400	456,800	475,900	467,400
Percent Change from Current		-24%	-22%	-21%	-21%	-22%	-18%	-20%
% of Region /Class Total	41.8%	31.8%	32.5%	32.9%	32.9%	32.8%	34.2%	33.6%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderately High Scenic Integrity	301,400	305,600	307,900	301,000	301,100	304,900	299,400	299,400
Percent Change from Current		1%	2%	0%	0%	1%	-1%	-1%
% of Region /Class Total	21.7%	22.0%	22.1%	21.6%	21.6%	21.9%	21.5%	21.5%
Moderately Low Scenic Integrity	127,600	113,500	108,000	115,900	115,600	115,500	100,700	99,200
Percent Change from Current		-11%	-15%	-9%	-9%	-9%	-21%	-22%
% of Region /Class Total	9.2%	8.2%	7.8%	8.3%	8.3%	8.3%	7.2%	7.1%
Low Scenic Integrity	12,800	12,700	10,000	11,800	11,800	11,900	9,900	8,000
Percent Change from Current		-1%	-22%	-8%	-8%	-7%	-23%	-38%
% of Region /Class Total	0.9%	0.9%	0.7%	0.8%	0.8%	0.9%	0.7%	0.6%
Northern Cascades EEIS BLM/FS Total	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200
Northern Cascades UCRB and EEIS FS/BLM Total	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200	1,391,200
Northern Glaciated Mountains								
EEIS								
BLM/FS								
Very High Scenic Integrity	71,600	69,000	71,000	72,000	71,300	69,000	71,400	71,800
Percent Change from Current		-2%	-1%	1%	0%	-4%	0%	0%
% of Region /Class Total	12.1%	11.6%	12.0%	12.1%	12.0%	11.6%	12.0%	12.1%
High Scenic Integrity	85,700	82,100	85,700	83,700	84,800	84,600	86,300	88,100
Percent Change from Current		-4%	0%	-2%	-1%	-1%	1%	3%
% of Region /Class Total	14.4%	13.8%	14.4%	14.1%	14.3%	14.2%	14.5%	14.8%
Moderately High Scenic Integrity	299,400	285,000	289,700	292,900	294,300	291,300	293,100	304,400
Percent Change from Current		-5%	-3%	-2%	-2%	-3%	-2%	2%
% of Region /Class Total	50.4%	48.0%	48.8%	49.396	49.6%	49.096	49.4%	51.3%
Moderately Low Scenic Integrity	126,100	144,200	135,300	133,000	131,000	136,500	130,900	120200
Percent Change from Current		14%	7%	5%	4%	8%	4%	-5%
% of Region /Class Total	21.2%	24.3%	22.8%	22.4%	22.1%	23.0%	22.0%	20.2%
Low Scenic Integrity	11,100	13,600	12,200	12,300	12,500	12,500	12,200	9,400
Percent Change from Current		23%	10%	11%	13%	13%	10%	-15%
% of Region /Class Total	1.9%	2.3%	2.1%	2.1%	2.1%	2.1%	2.1%	1.6%
Northern Glaciated Mountains EEIS BLM/FS Total	593,900	593,900	593,900	593,900	593,900	593,900	593,900	593,900
UCRB								

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
BLM/FS								
Very High Scenic Integrity	728.800	697,900	727,100	707,000	707,000	701,100	721.100	727,900
Percent Change from Current		*-4%*	*0%*	*-3%*	-3%	-4%	-1%	0%
% of Region /Class Total	34.7%	33.2%	34.6%	33.6%	33.6%	33.4%	34.3%	34.6%
High Scenic Integrity	357.600	357,300	340,000	361.200	368,000	348.200	379.000	385,500
Percent Change from Current		0%	-5%	1%	3%	-3%	6%	a%
% of Region /Class Total	17.0%	17.0%	16.2%	17.2%	17.5%	16.6%	18.0%	18.3%
Moderately High Scenic Integrity	740.100	696,600	711,200	706.300	713.700	722.800	697,200	720.290
Percent Change from Current		-6%	-4%	-5%	-4%	-2%	-6%	-3%
% of Region /Class Total	35.2%	33.1%	33.8%	33.6%	34.09:	34.4%	33.2%	34.3%
Moderately Low Scenic Integrity	248.900	310,000	289,700	293.900	281,400	294.900	273,400	242.400
Percent Change from Current		25%	16%	18%	13%	18%	10%	-3%
% of Region /Class Total	11.8%	14.7%	13.8%	14.0%	13.4%	14.0%	13.0%	11.5%
Low Scenic Integrity	26.300	39,900	33.700	33.300	31,600	34,700	31,000	25,700
Percent Change from Current		52%	28%	27%	20%	32%	18%	-2%
% of Region /Class Total	1.3%	1.9%	1.6%	1.6%	1.5%	1.7%	1.5%	1.2%
Northern Glaciated Mountains UCRB BLM/FS Total	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700	2,101,700
Northern Glaciated Mountains UCRB and EEIS FS/BLM Total	2.695.600	2,695,600	2,695,600	2.695.600	2,695,600	2,695,600	2,695,600	2,695,600
Northern Great Basin								
EEIS								
BLM/FS								
Very High Scenic Integrity	861,600	854,000	860,200	858,600	858,700	858,700	858,600	860,600
Percent Change from Current		-1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	28.1%	27.9%	28.1%	28.0%	28.0%	28.0%	28.0%	28.1%
High Scenic Integrity	652,400	655,100	652,100	749,000	749,100	652,700	652,900	761,600
Percent Change from Current		*0%*	*0%*	15%	15%	0%	0%	17%
% of Region /Class Total	21.3%	21.4%	21.3%	24.4%	24.4%	21.3%	21.396	24.9%
Moderately High Scenic Integrity	1,391,200	1,376,600	1,378,600	1,345,200	1,345,200	1,376,400	1,375,600	1,334,400
Percent Change from Current		-1%	-1%	-3%	-3%	-1%	-1%	-4%
% of Region /Class Total	45.4%	44.9%	45.09:	43.916	43.9%	44.9%	44.9%	43.546

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderately Low Scenic Integrity	121,100	134,700	128,500	79,800	79,800	134,100	134,500	76,000
Percent Change from Current		11%	6%	-34%	-34%	11%	11%	-37%
% of Region /Class Total	4.0%	4.4%	4.2%	2.6%	2.6%	4.4%	4.4%	2.5%
Low Scenic Integrity	38,300	44,200	45,200	31,800	31,800	42,700	43,000	32,000
Percent Change from Current		15%	18%	-17%	-17%	11%	12%	-16%
% of Region /Class Total	1.2%	1.4%	1.5%	1.0%	1.0%	1.4%	1.4%	1.0%
Northern Great Basin EEIS BLM/FS Total	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600
Northern Great Basin UCRB and EEIS FS/BLM Total	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600	3,064,600
Owyhee Uplands								
EEIS								
BLM/FS								
Very High Scenic Integrity	549,300	549,300	549,100	549,300	549,300	549,300	549,300	549,300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	34.2%	34.2%	34.2%	34.2%	34.2%	34.2%	34.2%	34.2%
High Scenic Integrity	189,800	189,600	190,100	193,100	193,100	189,800	189,700	193,100
Percent Change from Current		0%	0%	2%	2%	0%	0%	2%
% of Region /Class Total	11.8%	11.8%	11.8%	12.0%	12.0%	11.8%	11.8%	12.0%
Moderately High Scenic Integrity	848,300	848,700	848,700	845,200	845,200	848,500	848,500	845,200
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	52.8%	52.9%	52.9%	52.6%	52.6%	52.9%	52.9%	52.6%
Moderately Low Scenic Integrity	12,900	12,700	12,400	12,700	12,700	12,700	12,800	12,700
Percent Change from Current		-2%	-4%	-2%	-2%	-2%	-1%	-2%
% of Region /Class Total	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%
Low Scenic Integrity	5,100	5,100	5,100	5,100	5,100	5,100	5,100	5,100
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%
Owyhee Uplands EEIS BLM/FS Total	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400	1,605,400
UCRB								
BLM/FS								

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Very High Scenic Integrity	929,300	928,900	929.300	928,900	928,900	929,100	929,200	929.300
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	25.9%	25.956	25.9%	25.9%	25.9%	25.9%	25.9%	25.9%
High Scenic Integrity	1,459,700	1,458,900	1,459,700	1,460,000	1,460,000	1,458,700	1,459,500	1,458,900
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	40.74;	40.6%	40.7%	40.7%	40.79'0	40.6%	40.7%	40.6%
Moderately High Scenic Integrity	1,073,400	1,074,200	1,073,300	1,072,900	1,073,000	1,074,000	1,073,100	1,074,000
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	29.9%	29.9%	29.9%	29.9%	29.9%	29.9%	29.9%	29.9%
Moderately Low Scenic Integrity	78.400	78.800	78.500	79.000	78.900	79.000	79.000	78,600
Percent Change from Current		1%	0%	1%	1%	1%	1%	0%
% of Region /Class Total	2.24:	2.2%	2.296	2.2%	2.2%	2.29:	2.2%	2.2%
Low Scenic Integrity	48,900	48,900	48,900	48,900	48,900	da.900	48,900	48,900
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	1.4%	1.4%	1.4%	1.4%	1.4%	1.4%	1.4%	1.4%
Owyhee Uplands UCRB BLM/FS Total	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700	3,589,700
Owyhee Uplands UCRB and EEIS FS/BLM Total	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100	5,195,100
Snake Headwaters								
UCRB								
BLM/FS								
Ag. / Developed Lands	100	100	100	100	100	100	100	100
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Very High Scenic Integrity	153,700	144,400	145,200	146,100	144,800	145,500	145,800	147,000
Percent Change from Current		-6%	-6%	-5%	-6%	-5%	-5%	-4%
% of Region /Class Total	51.2%	48.193	48.4%	48.7%	48.3%	48.5%	48.6%	49.0%
High Scenic Integrity	85,700	90.900	91,900	91,100	91,000	89,900	88,300	89,600
Percent Change from Current		6%	7%	6%	6%	5%	3%	5%
% of Region /Class Total	28.693	30.3%	30.6%	30.4%	30.3%	30.0%	29.4%	29.9%
Moderately High Scenic Integrity	50.200	52.000	50,000	49.800	50,500	51,600	51,900	50,500
Percent Change from Current		4%	0%	-1%	1%	3%	3%	1%
% of Region /Class Total	16.7%	17.3%	16.7%	16.6%	16.8%	17.2%	17.3%	16.8%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderately Low Scenic Integrity	9,400	11,400	11,700	11,500	12,300	11,700	12,900	11,800
Percent Change from Current		21%	24%	22%	31%	24%	37%	26%
% of Region /Class Total	3.1%	3.8%	3.9%	3.8%	4.1%	3.9%	4.3%	3.9%
Low Scenic Integrity	1,000	1,300	1,200	1,500	1,400	1,300	1,100	1,100
Percent Change from Current		30%	20%	50%	40%	30%	10%	10%
% of Region /Class Total	0.3%	0.4%	0.4%	0.5%	0.5%	0.4%	0.4%	0.4%
Snake Headwaters UCRB BLM/FS Total	300,100	300,100	300,100	300,100	300,100	300,100	300,100	300,100
Snake Headwaters UCRB and EEIS FS/BLM Total	300,100	300,100	300,100	300,100	300,100	300,100	300,100	300,100
Southern Cascades								
EEIS								
BLM/FS								
Ag. / Developed Lands	100	100	100	100	100	100	100	100
Percent Change from Current		*OX*	*0%*	*0%*	*0%*	0%	*0%*	*0%*
% of Region /Class Total	*0.0%*	*0.0%*	0.0%	*0.0%*	*0.0%*	*0.0%*	*0.0%*	*0.04'0*
Very High Scenic Integrity	149,000	131,600	155,000	151.400	151.400	132.200	151,200	155,400
Percent Change from Current		-12%	4%	2%	2%	-11%	1%	4%
% of Region /Class Total	18.7%	16.5%	19.5%	19.0%	19.0%	16.6%	19.0%	19.5%
High Scenic Integrity	102.200	111,100	99,000	206.900	207.200	110,000	161,600	270.200
Percent Change from Current		9%	-3%	102%	103%	8%	58%	1643;
% of Region /Class Total	12.8%	14.0%	12.4%	26.0%	26.0%	13.8%	20.3%	34.0%
Moderately High Scenic Integrity	319,300	310,800	299,400	269,300	268,400	318,600	280,000	237,800
Percent Change from Current		-3%	-6%	-16%	-16%	0%	-12%	-26%
% of Region /Class Total	40.1%	39.1%	37.6%	33.8%	33.7%	40.0%	35.2%	29.9%
Moderately Low Scenic Integrity	'202,900	206,700	211,800	150,100	150,700	204,100	177,700	*120.900*
Percent Change from Current		2 %	4%	-26%	-26%	1%	-12%	-40%
% of Region /Class Total	25.5%	26.04'0	26.6%	18.9%	18.9%	25.6%	22.3%	15.2%
Low Scenic Integrity	22,300	35,500	30,500	18,000	18,000	30,800	25,200	11,400
Percent Change from Current		*59%*	37%	-19%	-19%	38%	13%	-49%
% of Region /Class Total	2.8%	4.5%	3.8%	2.3%	2.3%	3.9%	3.2%	1.4%
Southern Cascades EEIS BLM/FS Total	795,800	795,800	795,800	795,800	795,800	795,800	795,800	795,800

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Southern Cascades UCRB and EEIS FS/BLM Total	795,800	795,800	795,800	795,800	795,800	795,800	795,800	795,800
Upper Clark Fork								
UCRB								
BLM/FS								
Very High Scenic Integrity	603,400	564,400	589,000	562,100	562,100	563,800	567,900	603,900
Percent Change from Current		-6%	-2%	-7%	-7%	-7%	-6%	0%
% of Region /Class Total	49.0%	45.8%	47.8%	45.6%	45.6%	45.8%	46.1%	49.0%
High Scenic Integrity	355,400	378,900	360,500	417,600	417,600	377,100	472,800	489,200
Percent Change from Current		7%	1%	18%	18%	6%	33%	38%
% of Region /Class Total	28.9%	30.8%	29.3%	33.9%	33.9%	30.6%	38.4%	39.7%
Moderately High Scenic Integrity	207,800	214,800	212,600	187,900	187,900	217,700	165,900	124,000
Percent Change from Current		3%	2%	-10%	-10%	5%	-20%	-40%
% of Region /Class Total	16.9%	17.4%	17.3%	15.3%	15.3%	17.7%	13.5%	10.1%
Moderately Low Scenic Integrity	60,400	66,600	63,500	57,300	57,300	66,100	24,000	13,700
Percent Change from Current		10%	5%	-5%	-5%	9%	-60%	-77%
% of Region /Class Total	4.9%	5.4%	5.2%	4.7%	4.7%	5.4%	1.9%	1.1%
Low Scenic Integrity	4,700	7,000	6,100	6,800	6,800	7,000	1,100	900
Percent Change from Current		49%	30%	45%	45%	49%	-77%	-81%
% of Region /Class Total	0.4%	0.6%	0.5%	0.6%	0.6%	0.6%	0.1%	0.1%
Upper Clark Fork UCRB BLM/FS Total	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700
Upper Clark Fork UCRB and EEIS FS/BLM Total	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700	1,231,700
Upper Klamath								
EEIS								
BLM/FS								
Very High Scenic Integrity	125,200	95,900	116,900	114,000	114,000	114,000	114,100	118,500
Percent Change from Current		-23%	-7%	-9%	-9%	-9%	-9%	-5%
% of Region /Class Total	17.1%	13.1%	15.9%	15.5%	15.5%	15.5%	15.6%	16.2%
High Scenic Integrity	66,900	87,900	73,000	421,700	421,700	74,500	85,800	449,800
Percent Change from Current		31%	9%	530%	530%	11%	28%	572%
% of Region /Class Total	9.1%	12.0%	10.0%	57.5%	57.5%	10.2%	11.7%	61.3%

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Moderately High Scenic Integrity	407,200	383,900	385,100	148,100	173,300	383,100	378,900	126,400
Percent Change from Current		-6%	-5%	-64%	-57%	-6%	-7%	-69%
% of Region /Class Total	55.5%	52.4%	52.5%	20.2%	23.6%	52.3%	51.7%	17.2%
Moderately Low Scenic Integrity	128,800	155,000	150,200	45,300	20,900	151,500	145,800	35,900
Percent Change from Current		20%	17%	-65%	-84%	18%	13%	-72%
% of Region /Class Total	17.6%	21.1%	20.5%	6.2%	2.9%	20.7%	19.9%	4.9%
Low Scenic Integrity	5,100	10,500	8,000	4,100	3,300	10,100	8,600	2,600
Percent Change from Currenr		106%	57%	-20%	-35%	98%	69%	-49%
% of Region /Class Total	0.7%	1.4%	1.1%	0.6%	0.5%	1.4%	1.2%	0.4%
Upper Klamath EEIS BLM/FS Total	733,200	733,200	733,200	733,200	733,200	733,200	733,200	733,200
Upper Klamath UCRB and EEIS FS/BLM Total	733,200	733,200	733,200	733,200	733,200	733,200	733,200	733,200
Upper Snake								
UCRB								
BLM/FS								
Very High Scenic Integrity	450,400	447,300	449,300	449,100	449,200	449,300	449,400	448,500
Percent Change from Current		-1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	33.1%	32.9%	33.1%	33.0%	33.0%	33.1%	33.1%	33.0%
High Scenic Integrity	412,000	414,100	412,400	413,100	413,000	412,800	412,600	412,900
Percent Change from Current		1%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	30.3%	30.5%	30.3%	30.4%	30.4%	30.4%	30.4%	30.4%
Moderately High Scenic Integrity	417,000	417,300	416,700	416,900	416,300	417,100	416,600	416,800
Percent Change from Current		0%	0%	0%	0%	0%	0%	0%
% of Region /Class Total	30.7%	30.7%	30.7%	30.7%	30.6%	30.7%	30.6%	30.7%
Moderately Low Scenic Integrity	56,200	56,900	57,100	56,500	56,900	56,400	56,800	57,200
Percent Change from Current		1%	2%	1%	1%	0%	1%	2%
% of Region /Class Total	4.1%	4.2%	4.2%	4.2%	4.2%	4.1%	4.2%	4.2%
Low Scenic Integrity	23,800	23,800	23,900	23,800	24,000	23,800	24,000	24,000
Percent Change from Current		0%	0%	0%	1%	0%	1%	1%
% of Region /Class Total	1.8%	1.8%	1.8%	1.8%	1.8%	1.8%	1.8%	1.8%
Upper Snake UCRB BLM/FS Total	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400

Ecological Reporting Unit / Management Region / Management Class / Road Density	Area in Hectares							
	Current	S1_10	S2_10	S3_10	S4_10	S5_10	S6_10	S7_10
Upper Snake UCRB and EEIS FS/BLM Total	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400	1,359,400
GrandTotalofUCRBandEEIS_BLM/_FS_Lands:	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200	28,747,200

APPENDIX C

1) The Panel Process to Estimate the Social Consequences of Alternatives in the Eastside and Upper Columbia River Basin Environmental Impact Statements

Panel Process to Estimate the Social Consequences of Alternatives in the Eastside and Upper Columbia River Basin Environmental Impact Statements

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Introduction

The Forest Service and the Bureau of Land Management (BLM) have undertaken a comprehensive planning process for the management of their lands in the Interior Columbia River Basin (ICRB) through the development of two major Environmental Impact Statements (EIS): the Eastside EIS, covering eastern Oregon and Washington; and the Upper Columbia River Basin (UCRB) EIS, covering most of Idaho and the portion of Montana west of the Continental Divide. Changes in management practices on these lands can have far-reaching effects on people and their communities in the region, and these effects are complex and difficult to predict. The Forest Service and the BLM wish to engage a diverse set of natural resources stakeholders and members of the public in a structured process to supply information to agency representatives on potential social impacts. The preferred process for obtaining this information is a set of three panels that combines independent estimation of consequences with interactive dialogue among panelists to obtain the most complete descriptions of the likely effects of implementing EIS alternatives. The agencies have contracted with the University of Montana to conduct the panels and provide a preliminary evaluation of the effects of the alternatives on people.

Objective

The objective of the panel process is to provide information to support an analysis of the social impacts of implementing the actions proposed in the alternatives in the Eastside EIS and the UCRB EIS.

Formation of the Panels

Three panels will be convened to collect information from people that are knowledgeable about natural resource issues and conditions in the ICRB. One. panel will deal specifically with issues of interest to American Indian tribes and the potential effects on tribal communities of management actions *in both EIS areas*. The second panel will focus on the Eastside EIS and the third panel on the UCRB EIS. Participants in the second and third panels will include representatives of private businesses that depend on natural resources, recognized experts in social research (attempting to draw from different points of view), local elected officials, state

government personnel, and members of environmental organizations.

Each panel will last two days, although the American Indian tribal panel will stretch over a three-day period. There will be between 12 - 18 people participating in each panel, including a facilitator provided by the University of Montana. Observers will be allowed in the panel session as space permits, but the panels are not intended as public sessions. Recorders will be present with flip-charts and word processing tools to capture and summarize the substance of interactions.

Invited panelists will have their travel and per diem expenses paid by the sponsoring agencies. Individuals that accompany the 12- 18 invited panelists will not be reimbursed for expenses. Participation in the panels is voluntary. Responses made by individual panelists during the information collection process will remain confidential, although the names of panelists will be provided in EIS documentation.

Structure of the Information Collection Process

The panels will combine individual evaluations with interactive sessions designed to generate discussion around key topic areas. Panelists will participate in two individual rating periods, the first occurring prior to the convening of panels, and the second concluding the discussion periods for each of the three panels. The instruments utilized for individual ratings will be short questionnaires that will be supplied to panelists. Information provided in interactive sessions will be verbal, and will be recorded by agency staff. The interactive portions of the panels are not intended to seek consensus among participants, but to provide a forum through which clarifications can be made, information exchanged among panelists, and new information gained on specific issues. Agency representatives will assemble information from both the individual questionnaires and the interactive discussions.

Prior to the panels, we will supply participants with information on impacts and outputs associated with the alternatives. This information will not be as complete as we would like, because agency staff areas (terrestrial, economics, landscape ecology) are concurrently evaluating the effects of the alternatives. However, we want to make sure that the panelists have whatever information is available from the agency project staff.

American Indian panel

The American Indian panel will request attendance from each of the major tribes across the ICRB basin. It will be held from March 11-13, 1996, in Walla Walla, Washington. The special tribal liaison to the Interior Columbia Basin Ecosystem Management Project (ICBEMP) will extend invitations. Information summarizing both EIS documents will be supplied to panelists prior to the start date.

Tribal panels will address two objectives: (1) Identify general tribal concerns about the implementation of EIS decisions; and (2) Evaluate the effects to tribes of actions proposed in

both the Eastside EIS and the UCRB EIS. Tasks relating to these two objectives will be divided across the three-day time period of the tribal panel, with the first objective receiving attention at both the beginning and the end of the session.

The tribal panel will commence at 1 p.m. on Monday, March 1 I, and during the remainder of the afternoon it will focus on the first objective. Tribal representatives will have opportunity to hear a general summary of the EIS process, and adequate time will be provided to respond to tribal concerns. On the second day, March 12, tribal representatives will be engaged by project staff in a more structured exercise to evaluate the effects of actions in the EIS's, and panelists will supply information to agency 'staff in the following areas:

(1) Likely effects to tribes of projected changes in naturally reproducing native species of plants, animals, and fish on public lands.

(2) Likely effects to tribes of projected changes on access to traditional use sites and other culturally important locations.

(3) Likely effects on communities located on tribal reservations.

On the final day of the tribal panel, March 13, the morning will be devoted to any additional areas of concern relating to tribal interests, and the steps needed to coordinate actions with tribes during the implementation of the EIS's. The panel will close at noon.

Eastside EIS and UCRB EIS panels

The Eastside EIS and UCRB EIS panels will be somewhat different from the tribal panel, focusing more specifically on issue areas that have been identified in public scoping as important considerations in assessing the social consequences of EIS alternatives.

Although the Eastside and UCRB panels will be quite similar in structure and content, they will be held in separate locations to facilitate the travel of representatives from each planning area. The Eastside EIS panel will be held in Walla Walla, Washington, on March 14-15, 1996, and the UCRB EIS panel will be held in Missoula, Montana, on March 18-19, 1996. Prior to the panel sessions, panelists will receive summary information about the appropriate EIS, including preliminary descriptions of the affected environment, a summary of the alternatives, and questionnaires for individual responses.

Each panel will have an opening session in which the individual EIS documents will be summarized, verbally, and the contents of previously mailed material briefly reviewed. After clarifying questions and other necessary explanations of the EIS alternatives, participants will address the impacts of each alternative on each of the following issue areas (panelists will have the opportunity to suggest additional issue areas):

(1) Effects of alternatives on recreation opportunities and scenic conditions. Recreation opportunities will be measured partially by the distribution of unroaded and roaded areas across the Basin, using a modified Recreation Opportunity Spectrum (ROS), which utilizes three categories: (a) Primitive/semi-primitive; (b) Roaded natural; and (c) Rural/urban. The number of acres in each ROS class will be revealed on a scale of Ecological Reporting Units (ERU), which define major subdivisions of the Basin. Several other pieces of information, such as changes in potential fish and wildlife habitat, may also be considered in estimating effects on recreation opportunities. The effects of alternatives on scenic conditions will be measured by a Scenic Integrity classification, which is a five-level scale that describes the degree of visible disturbance on a landscape. Scenic integrity distributions will also be summarized at the ERU level.

(2) Effects of alternatives on small rural communities. This will estimate the effects on the small towns (less than 10,000 population) in the Basin, based partially on an estimated capacity for communities to adapt to change (community resiliency). Alternatives are expected to generate different levels of resource commodities and conditions, as measured by timber, range, and recreation employment, community attractiveness (measured through scenic integrity, recreation opportunities, and estimates of forest and range health), and civic contributions of agency actions (measured by estimates of revenue sharing from commodity production and standards within alternatives that foster public engagement in the planning and implementation of activities).

(3) Effects of alternatives on the quality of life and lifestyles of people in the Basin. This is an estimation of the combined effects of restoration, conservation, or production activities within alternatives, and how each would affect qualities such as clean air, clean water, attractive scenery, recreation opportunities, and employment options that support desired lifestyles. Included in these lifestyle considerations will be an estimation of effects on occupationally-based lifestyles that are linked to the management of federal lands.

AGENDA

Panel Process to Estimate the Social Impacts of Alternatives in the Eastside and Upper Columbia River Basin Environmental Impact Statements

Objective

The objective of the panel process is to estimate the social impacts of implementing alternatives in the Eastside EIS and the UCRB EIS. Panelists provide facilitators from The University of Montana their perspectives and knowledge about potential social impacts resulting from the proposed alternatives. The primary social impacts to be examined include those associated with small communities, recreation and scenery, and quality of life in the Basin. Facilitators will use panel input in preparing a report to the Forest Service.

Operation of the Panel Sessions

Setting

The panels will be convened in large rooms with maps that show impacts for each alternative in reference to roads, recreation opportunities, and scenery. Panelists will be seated at tables arranged in a U-shaped format, while observers will be seated outside of the ring of tables as space permits. A facilitator will lead discussions and guide participants through the panel process.

S c h e d u l e

First Day

8:30 a.m. - *9:00* a.m. *Welcome and introductions*

9 : o o - 10:00 *Explanation of EIS format and Questions and Answers*
Representatives of the ICBEMP EIS and Science Integration Team will describe overall purpose of the EIS documents and the data and analysis 'used to generate outputs from multiple resource areas. Panelist questions about assumptions within alternatives and the processes used to develop outputs will be encouraged.

lo:oo - 10:20 *Break*

10:20 - 10:45 *Review of the variables of interest in an assessment of social impacts*
Panel organizers will review the assumptions. measures, and analysis processes utilized to estimate potential impacts of the alternatives on the three previously identified issue areas (recreation/scenery, communities,

and quality of life). Any additional issue areas relating to social consequences of implementing EIS alternatives *or* other areas of interest in addressing social impacts will be identified by panelists, and a final list of impact variables will be posted in the meeting room.

10:45 - 12:15 — *Examination of the social impacts of Alternative 1*
A description of Alternative 1 will be provided by ICBEMP Science and EIS staff, summarizing the aiternative's theme, major actions, and outputs from other resource areas. Questions and open discussion of the distribution of consequences will be encouraged by the group facilitator. Panelists will then be broken into two small groups (of 6-8 people) to examine the social consequences of implementing Alternative 1, using the posted list of impact variables. Measures panelists would recommend to mitigate any anticipated negative social consequences of implementing the Alternative will be explicated.

12:15 - 1:15 — *Lunch*

1:15 - 2:30 — *Examination of Alternative 2*
Much like the process for Alternative 1, panelists will hear a description, break into two small groups, and fill out a questionnaire dealing with Alternative 2.

2:30 - 2:45 — *Break*

2:45 - *4:oo* — *Examination* ***of Alternative 3***

4:oo - 4:20 — *Summary of the day's events and discussion on mid-course corrections*

4:20 — *Adjourn for the day*

Second Day

8:00 - 8:15 — Review of progress of the first day, summary of the second day's schedule, and notices about any changes made to improve the evaluation process

8:15 - 12:15 — *Examination of Alternatives 4-7*

12:15 - 1:15 — *Lunch*

1:15 - 2:40 — *Participant observations*
A guided, open discussion session among all paneiists concerning the circumstances or conditions that could enhance or impair the

implementation of alternatives. The barriers or opportunities identified could relate, to any specific alternative or the EIS process in general.

2:40 - *3:00* *Evaluation*
Panelists will provide an evaluation of the positive and negative aspects of the process and content of the two day session.

3:00 *Panels adjourn*

Follow up Actions

Panel organizers will produce a report summarizing the results of the Eastside and UCRB panels and each panelist will receive a copy of the draft submitted to the ICBEMP.

March 7, 1996

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APPENDIX D

1) Workbook for Evaluation of Alternative on Estimation of Social Impacts, for the Upper Columbia River Basin and Eastside Environmental Impact Statement

Workbook

for

Evaluation of Alternatives

Estimation of Social Impacts

Upper Columbia and Eastside Environmental Impact Statements

American Indian Tribal Panel

Prepared by

School of Forestry
The University of Montana

March 1996

Instructions

This workbook has been prepared to help in developing estimates of the social consequences for the EIS. Please review the material that has been sent to you prior to completing the workbook.

The workbook is organized around the seven alternatives being considered by the EIS team. They were generated in response to issues identified by the public and management concerns identified by federal land managing agencies.

The workbook may be completed before arriving at the evaluation panel session or during it. We will collect the workbooks at the end of the session to help us in pulling together all the material. Some questions are fixed answers. Please circle the answer that best represents your feelings. You may, if you wish, provide additional explanatory material. Other questions are "open-ended" which means you write in an appropriate response.

Please remember to also complete the overall evaluation located following alternative seven.

Evaiuation of Alternative One -- Current Plans (the no action alternative)

1. How much stability in federally administered land outputs is this alternative likely to **provide?**

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the **entire planning area?**

3. What are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest to tribes?

How certain are you of these effects?

Very certain Somewhatcertain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

B. access to traditional me sites and culturally important locations?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. *communities located on tribal reservations?*

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. **What** barriers to implementation do you see for this alternative?

Evaluation of Alternative Two--Interim Direction

1. How much stability in federally administered land outputs is this alternative likely to provide?

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the entire planning area?

3. **What** are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest to tribes?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhatacceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

B. access to traditional use sites and culturally important locations?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. communities located on tribal reservations?

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. What barriers to implementation do you see for this alternative?

Evaluation of Alternative Three -- **Minimal Repairs**

1. How much **stability** in federally administered land outputs is this alternative likely to provide?

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the entire planning area?

3. **What** are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest to tribes?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

B. access to traditional use sites and culturally important locatiora?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. *communities located on tribal reservations?*

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. What barriers to implementation do you see for this alternative?

Evaluation of Alternative Four -- Mimic Natural Processes

1. How much stability in federally administered land **outputs** is this alternative likely to provide?

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the entire planning area?

3. What are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest to tribes?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately nccptable Very acceptable

What are possible mitigating actions?

B. access lo traditional use sites and culturally important locations?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. *communities located on tribal reservations?*

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. What barriers to implementation do you see for this alternative?

Evaluation of Alternative Five -- Economic Efficiency

1. How much stability in federally administered land outputs is this alternative likely to provide?

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the entire planning area?

3. What are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest to tribes?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

B. access to traditional use sites and culturally important locations?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. *communities located on tribal reservations?*

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. What barriers to implementation do you see for this alternative?

Evaluation of Alternative Six -- Adaptive **Management**

1. How much stability in federally administered land outputs is this alternative likely to provide?

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the entire planning area?

3. What are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest to tribes?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

B. access to traditional use sites and culturally important locations?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. communities located on tribal reservations?

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. **What** barriers to **implementation do** you see for this alternative?

Evaluation of Alternative Seven -- Reserves and Corridors

1. How much stability in federally administered land outputs is this alternative likely to provide?

Very little stability Some stability Moderate stability High stability Don't know

2. What additional information is needed to evaluate the effects of this alternative for the entire planning area?

3. What are your overall impressions of the effects of this alternative on:

A. native species of plants, animals and fish of interest fo fribes?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

B. access fo traditional me sites and culturally impor tan t locations?

How certain are you of these effects?

Very certain Somewhat certain Uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

C. communities located on tribal reservations?

How certain are you of these effects?

Very certain Somewhat certain uncertain Very uncertain

To what extent do you find these effects acceptable?

Unacceptable Somewhat acceptable Moderately acceptable Very acceptable

What are possible mitigating actions?

4. What barriers to implementation do you see for this alternative?

Overall Evaluation Questions

1. To what extent do you agree that the seven alternatives represent a reasonable range of desired conditions or actions to deal with land management in the EIS area *(Circle one)?*

   Strongly Agree Agree Don't Know Disagree Strongly Disagree

   If you disagree, what other types of alternatives should be considered. Please briefly identify a philosophy or specific actions or conditions.

2. What other variables should be considered in identifying the social consequences of alternatives'?

3. What specific items would you recommend in terms of changes in federal resource management policy to implement ecosystem management?

4. To what extent do you understand the intent and possible consequences of the alternatives?

5. How adequate was the supplied information about the alternatives in helping you understand them?

APPENDIX E

1) Notes from the American Indian Tribal Panel

2) Notes from the Eastside Environmental Impact Statement Panel

3) Notes from the Upper Columbia River Basin Environmental Impact Statement Panel

AMERICAN INDIAN TRIBAL PANEL NOTES

OPENING QUESTIONS: DAY ONE

Is there are reason for the Columbia Basin to be broken up into two study areas?

-- What is the end product of this process?
-- What is the purpose?
-- Will it be part of the Presidents plan?
-- Why are we looking at alternatives that the Indians have not truly been involved in?
-- What is the bottom line?
-- Will there be a plan that is actually implemented.

What is the bottom line?

What will we do with the information we collect today?
-- how will it be incorporated into the plan?

Do state and county have rights in this process?
How do the tribes fit into this process?
What is the hierarchy between the state rights, county rights and Indian rights?

We {Indians} should have been involved from the beginning of this process?

This land belonged to our {Indian) people, 4 million acres, now we are on a reservation of 345,000 acres.

Decisions are being made about economics and resources.

We need to make decisions based on people, without a good environment there will be no people.

We need access to our traditional lands or my people are dead.

We have an endangered species list. but my people have not been considered.

Our tribes should have been involved from the beginning.

This process has been going on for several years and this is the first tribal meeting that I know of.

This is the first true step of this entire process-- to involve the tribe and ask for input.

We were given two days to review materials and make recommendations on alternatives that have already been developed.

I am happy to see the tribes get together and be involved in the process of setting policy on the management of these lands.

DISCUSSION ON ALTERNATIVES PRESENTED BY TOM Q.

What are the specific boundaries of the Columbia Basin study area.

Please clarify what you mean by High, medium, and low management intensity?

Do we need money? Do we need our trees cut?

We are against logging on steep slopes, on overgrazing, extraction on sacred lands.

I would object to more logging and road building.

This EIS does not considered actions taken in the past to build dams, log, build roads, etc.

Are there buffer zones?

Existing conditions do not consider alterations of the lands that have occurred in the past.

Is there an active alternative to take specific action to intervene in areas where there may be a critical problem-- across all the alternatives-- address specific problems?

With the election coming up-- if a Republican candidate is elected-- what will happen to this process?

Where does the salvage rider fit into this process?

Will the salvage rider cause the alternatives to be modified?

Will regional (resource) advising committees be proposed for other states?

Was the scientific assessment ready and used in determining the alternatives?

Are Resource Advisory Councils working with the planners in creating the alternatives and maps, etc.?

What will be done with the responses in the workbooks?

What if the range of alternatives is deemed to be inadequate-- will there then be a revision of the alternatives?

It seems like there has been a lot of work done so far without significant input from the tribes?

Are the tribes supposed to identify the alternative that best serves all the tribes or can we propose new alternatives?

How does the Forest Service feel about this plan, or will the plan just be handed to them and told to accept it?

What about grazing issues and allotments -- have they been addressed?

CONTINUED GENERAL QUESTIONS: DAY TWO

Access is not just roads, but administrative restrictions.

Tribes may have access to places, but the changing uses and conditions inhibit access.

Camping areas are often developed right on customary sites.

Camping fees and limits on use -- restrict access.

Often land owners block access.

Rules and regulations on numbers of horses in wilderness areas change tradition patterns of use.

River users often access sensitive areas.

Designation of use zones by land management agencies does not coincide with tribal uses.

We should consider that some areas have spiritual attachment to tribes.
-- effects of development can alter spiritual qualities.

Changes in traditional cultural use have not been adequately considered when development is proposed.

Different interpretation of economics, tribes do not just seek money, but they consider cultural values.

These plans last on 5 - IO years, tribes think in terms of generations.

There is no long term planning.

We do not pay enough attention to aesthetic values.
Why can't their be land exchanges that benefit tribal concerns?

Why can't some lands be returned to the tribes?

Alternatives and options have already been decided and now we are asked to evaluate.

If lands are returned to the states -- how will that effect this plan-- who will decide?

We as Indian people always have to react too something.

Access restriction are usually from corporations and some forest rangers.

Root fields are gone because of changes for cattle.

We would like to have some timbered lands.

We never expected our fish to run out our animals to disappear.

The Federal agencies have allowed the lands to decline, we want salmon, meat, fruits, berries, water.

The consultation process with the tribes is substandard.

Juniper eradication.

We would rather deal with Federal Government than the States -- the states do not protect the rights of Indian as well.

Different interpretation of terms -- old growth, trust responsibility, etc.

What does Forest Service mean by Broad Scale-- not the same as tribal definition.

Policies reflect the.bureaucratic process not local needs.

These NEPA and EIS processes do not accommodate tribes very well.

Variations among tribes.

Individuals of tribes are also important.

I do not feel alternatives are adequate they seem to reflect status quo.

The states need to be called to the carpet on water quality and quantity.
-- mismanagement of water distribution

Tribes must be given in state water flow rights.

Soil structures are important -- erosion- siltation-- build up at dams.

Substandard inventory of historic and cultural rights.

We are interested in stability of aquifers, pollution of ground water, regeneration over the long term.

Everything in this process is commodity driven.
Is ecosystem management still just the same old management?

What is ecosystem management -- is there a holistic process?

Will these options give us cleaner water-- will the fish return in quantities to sustain us-- will the deer return, will we have berries?

Our treaty is concerned with natural resources not economics.

Salmon, fish is very important.

Facilities , human waste, litter

My tribe does depend on timber resources

We are concerned about Grizzly Bears, accumulative effects of development, road building.

These development effects may restrict use of forest resources.

Tribal communities have different needs from the Basin.

How does the process of interaction with the tribes fit into the alternatives.

IMPORTANT CRITERIA TO CONSIDER IN EVALUATING ALTERNATIVES

Time Frame (IO years) (Long Term)

1) Access
   a. Road Density
   b. Administrative Restrictions
   c. Behavioral Restrictions

2) Culturally Significant Plant & Animal Communities
   a. Presence
   b. Harvestability/ Usability/ Subsistence
   c. Habitat Integrity
   d. Threatened and Endangered Species

3) Water & Land Quality/ Quantity
   a. Soil Stability

4) Opportunities for Economic Growth & Effects on Small Rural Communities
   a. Timber
   b. Recreation/ Tourism
   c. Grazing
   d. Fisheries
   e. Land Exchange/ Transfers
   f. Minerals
   g. Special Forest Products

5) Places
   a. Changes in Character (Landscapes, Ethno- Habitats, Spiritual/ Religious, Archaeological Sites)

6) Treaty Obligations
   a. Trust Responsibility
   b. Traditional Use

7) Air Quality

DISCUSSION OF ALTERNATIVES:

What is the long term?

How does this meet the Tribal treaties, particularly over the long term?

Does visually quality fit into the alternatives?

Even with proposed closures there is still a large number of access points.

ALTERNATIVE ONE

6. (Trust Responsibility)

The tribes have never been to the table to discuss the alternatives now proposed by the FS and BLM.
-- consequently you expect us to pick an alternative
-- we would prefer to help develop alternatives
-- does not address issues important to Tribes

Clinton told land management agencies to live up to trust responsibility, but the agencies will not change.

Inconsistent application of rules by management.

Not the same management guidelines among the various ranger districts-- need standards and guidelines from top to bottom.

No accountability for land mgmt. personnel regarding guidelines.

1. Access

- need to develop a dialogue with tribes early on
- land exchange doesn't address tribal access
- there is no incentive or mechanism to listen to tribes on issues of access.
- will tribes have access to restored species.
- what if we want to graze our cattle
- what if we want to exchange land for timber
- to effectively listen to tribes

2. Culturally important plant & animals

- negative effects

- do the current plans address invader species and how they relate to tribes?
- habitat condition will continue to decline
- this option does not address non- commodity species.
- there is no salmon, we have cattle, pollution-- no return of salmon.

3. Water Quality

- the current plans don't deal with restoration
- the Western states do not regulate quality - they are more extraction oriented.
- the plan does not deal with states authority and responsibility to manage
- The Montana Forestry Practice Act
- does not address past impacts and does not propose ways to correct impacts or provide solutions.
- does not address accumulate effects

7) Air Quality

- smoke from fires is not pollution, but is part of the natural renewal process.
- the fuel build up due to fire suppression has caused an inordinate amount of smoke.
- dust from unpaved road at current levels

8) Land Quality

- to many plans
- land production

4) Opportunities

- no benefits to tribes
- fish and habitat are in decline
- connection between habitat integrity and economic viability of tribes
- connection between Federal harvest and tribal harvest practices
- economics should come last -- after fish, habitat, etc.

- we must have FS aid us in planning for economic opportunities.
- we would be denied if we wanted to graze ourcattle, create a fish farm, get access to timber
- govt' subsidizes many industries, but not for tribes -- benefits don't accrue to tribes.
- the structure of FS & BLM does not encourage economic development and diversity for the tribes.
- what is the role of state and county -- they get a percentage of funds, but tribes get nothing.
- it has effected subsistence practices of using lands

5. Places

- confidentiality has not been very important
- FS has to hire university to get info instead of just asking tribes
- the criteria for such things as historical sites, etc. does not consider tribes desires
- lack of protection of culturally important trails
- recreation development often provide access to culturally sensitive areas, too easy access.
- high level of intrusion
- emphasis on tourism (ie. Lewis & Clark Trail) not in tune with tribes tradition
- historical interpretation is often offensive to Indian cultural
- does not educate public about penalties for disturbing cultural sites
- the tribes can assist enforcement agencies in protecting these cultural sites

How will states be dealt with concerning their authority and regulation of in state water rights?

What is going to happen to this information after we leave tomorrow?

Alternatives 1 - 6 do not adequately deal with viable populations of plants and animals

The Treaty Rights and Responsibility Trust -- How will this plan address these issues?

How much authority does the state have over Federal Lands.

ALTERNATIVE FOUR

What is the difference in regards to watershed management?

How will population strong holds (fish) be dealt with among the alternatives?

There must be standards and guidelines in order to achieve protection and restoration -- there does not appear to be any in these alternatives.

Have the Tribes been consulted as to what they would like to see in the basin?

Were the Tribes consulted in establishing the criteria for ecosystem health?

At what level will ecosystem health be dealt with? Local? regional?

What are the impacts of burning of public lands to the tribes?
-- will the tribes be consulted on these issues?

I see a possibility of the agencies being properly staffed with biologists, but there is a concern that funding will not be adequate to meet the plan .

We also need to consider the private lands.

We need to start at the top of a watershed and move all the way down.

If we participate in this process does that mean that we are buying off on ii?

Is the bottom line of these alternatives consistent with the needs of the tribal treaty rights and responsibility trust?

6. Trust Responsibility

I think the criteria to consult is an improvement, but there is often a different interpretation of consultation between tribes and land management agencies.

How are we going to get there?

Assessing is not a determination of how to get there.

What measures will be taken to insure viable populations exist

If we do not have habitat or a particular species you have damaged our cultural resource.

Standards and guidelines may not be meeting the treaty rights.

There are still barriers to tribal operations and research operations -- there is no cooperation.

There are no mechanisms toward meeting cooperation with tribes

There are no teeth in attempts to protect tribal rights.

The tribes are always the ones to shoulder conservation -- managers bear no burden of responsibility for protecting lands and it is usually there fault .

The Federal process want us to jump through hoops to meet their management objectives.

I do not see a commitment to bring back our lands and water.

We never dreamed managers would let the land, water and animals decline.

We are not a user group, we are not counties, we are not states, we are a sovereign nation.
-- you should keep that in mind
-- FS & BLM are trustees of our land
-- we must fight our trustees

1. ACCESS

There *is* a promise that things will be better, but there is no guarantee.

2. Culturally important plants and animals

The restoration is geared toward getting trees back

NMPS & FS has stated that only ALT 7 would meet minimum levels for aquatic populations

There could be possible negative and positive impacts -- need more time to consult and evaluate

Many of us feel that the agencies have not proven there commitment to tribal interests

3) Water Quality/ Quantity

It categorizes areas and determines the importance of dealing with various areas, but my area is low in priority, thus I feel it doesn't do any thing for us.

The only difference between 1 and 4 is the state and tribes are mentioned

The tribes have a responsibility to protect the quality and quantity of water resources

Tribes should be viewed as co- managers of these resources and cultural resources
When in comes to managing the landscape 60% is done by FS

We would like to improve relationships with agencies

We must examine the salvage sale context -- the standards and guidelines are being exceeded with this rider-

With different watersheds (individual watershed analysis) having differing standards and guidelines it seems like Alt 1

It would be nice if there was a statement that says that tribal govt will be consulted with in protecting resources.

There are two different legal reasons for consultation
-- NEPA
-- Treaty Rights

4. Economic Growth

It is important for children to be in the education system

How will the appropriate mix of uses be determined and implemented
-- this could take away from tribes or assist
-- poorly worded

5. Places

There are no guarantees that the agencies will consult with the tribes on cultural and activity areas.-- based on past history it is questionable

How will consultation be incorporated? What is the mechanism for this? Where is the funding?
-- this alternative does not explain this very well

The Federal govt is ignoring laws over mechanism for tribal interaction.
-- it is not providing accountability
-- there is no incentive to evaluate whether tribal interest were met

We need to know what the BLM and FS are doing -- are they consistent with each other

7. Air Quality

restoration would have additional . ..?

Prescribed burns are often burning good timber and not paying attention to food and forage for animals

There is not standardized operations on prescribed burning between BLM, FS, State, BIA
-- a lack of coordination

8. Land Quality

It is moving in a positive direction
-- road issues affecting aquatic concerns

But there needs to be an orientation towards tribal concerns
-- positive direction, but not far enough

I question whether all the effective players be involved in monitoring and redesign

The time needed for restoration is much longer than the time frame of the plan and the predicted impacts into the future

ADDITIONAL COMMENTS

Explain fish 2000

What is the purpose of ALT 5 in regards to not making traditional and local concerns a priority.

What is the continuity between this project and district level decisions?

How will the EIS team incorporate the information provided within the Tribal Restoration Program Report?

If you do not see through our eyes you will not understand our needs,

We are always asked to react not to be proactive-- we have information that can aid the EIS team

How will the information provided by the tribes be incorporated into this project?

How will the alternatives be altered in order to incorporate the concerns of the tribes?

Is there a way to incorporate the criteria provided today into the plan?

What kinds of things do you think the project would have difficulty incorporating?

Is it difficult to modify the alternatives to insure that the criteria provided by the tribes is incorporated into the plan? Will this require a new alternative?

Will the Tribes be involved in selecting the preferred alternative?

NEPA was not designed to address Tribal needs-- We are trying to address Tribal interests through the NEPA process-- this does not work very well.

When is the system going to change in order to address Tribal needs?

Is NEPA going to be modified to fit Tribal concerns better?

How will the consultation process proceed for this project?
-- How will it be funded?
-- Will there be compensation provided for effort expended by Tribal members?

It would be helpful if we developed a glossary of terms so we can agree on them?

Is it possible for this group to receive maps on such issues of bull trout, deer, etc.?

The acres of the reserve areas in ALT 7 and how that compares to established protected areas?

-- Where is the maps for comparison?

Why was there not a fuller range of decrease in AUM's?

CONTINUED GENERAL COMMENTS: DAY THREE

Discussion of NEPA

Discussion of Trust Responsibility

I know the basin is home to many migratory birds, etc- how many migratory species does this area have?

-- The reason I ask this is because the Tribes have a responsibility to manage species and the Tribes would like to know what species are in trouble and how we can help?

Is one of the guiding principles going to be "life cycles" in these alternatives?

-- The reason I asked is because salmon have a five year life cycle, a tree has a life cycle, it seems that these cycles are important in management decisions.

Accountability

The executive orders are trying to improve attitudes and improve the process.

I was impressed by the Eastside project because it seemed to be watershed driven.

I would like to see the watershed approach expanded to other areas

I would like to see standards and guidelines applied across the board -- these are the nuts and bolts of management actions -- take the good stuff from the FS and BLM and get rid of the rest.

The Tribes have responsibility -- we need to be involved-- we would like the opportunity to monitor (for trust responsibility) -- how could we do that -- what is the best way to accomplish it -- C

Are there any provisions for a monitoring and implementation plan for these alternatives?

At what level would the principle of Fish 2000 be applied-- Cluster? Theme?

Could you say something on Properly Functioning Conditions (PFC)?

We often see reluctance to accept Tribal concerns even though many of our concerns would benefit most people.

There needs to be a better public awareness of what Indians need and the Federal Agencies must help the Indians to explain these needs.

We want the govt to uphold the agreements they made with us (treaty rights).

There is a lot of talk about surface water; but we have pollution of aquifers, the states need to regulate ground water better and we need to insure the quality and quantity.

We also need to manage the watersheds in the high country that feed these aquifers.

It would be helpful if we could see a staff roster of who is working on this process?

We would also like to get copies of maps being developed for the plan.

I am glad to be here- -Unless we can express our concerns - you will not understand-- I see this as a good starting point -- 1 would like to see a follow up

Too often we are ignored are concerns are not embraced.

We have given you our feelings and needs -- if you can look through our ways it would be beneficial -- we have to learn 'your ways and your process
We feel that we are not heard -- nobody listens

Where is our habitat, our water, -- we have no control -- we only have input -- we are not considered as co-managers -- you see yourselves as the managers and only want input from us

I see this as a good starting point -- we want to become more involved

You need to listen to us -- why do we need water, why do we need land

Everything is for economic reasons

You may not have funding after Friday -- you may not be here -- we will still be here -- we will still continue

Do not try to shove something at us just because you have a deadline.

POLICY RECOMMENDATIONS:

The general public, the non Indians -- need to be educated in what the Federal agencies are trying to do -- they need more understanding of the Tribes needs

The public often stereo types the Indians -- they need the most education

We need to make sure the schools are teaching this information -- sometimes the schools are teaching old information about Indians -- we need better education

All the sovereigns need to be represented - they need to be involved in developing a plan for the long run the states are sovereigns too, but the are geared toward consumptions- they need to manage resources better

I have problems with water management of the Western States

We look to our elders for guidance -- they look to us to protect the resources --

You talk about coordination with other land management agencies -- we want to be considered in the same way -- meet with us -- consult us -- work with us

We produce documents on management -- you need to look at our documents -- we have important information

many Tribes are executive order tribes -- we do not have the same standing as treaty tribes

Bull trout is on the threatened list, but I do not have any input into management until it becomes an endangered species
look at the TRP it has much important info

The time frame is a problem -- we look at seven generations -- science has specific time frames -- time frames must continually move forward -- there is no ten year plan -- as each year passes, another is added-- time frames are indeterminate

Once the agencies learn responsibility then you can begin to build a trust relationship with the tribes -- the term trust responsibility is backward -- there must first be responsibility in order to achieve trust

The Federal agencies owe the tribes a responsibilty to properly manage lands

The Tribes are not saying give me -- we are saying let me help you

We say let us help you develop alternatives?

Basically what the Tribes want is to be looked at as sovereign nations -- we want to sit at the front table -- we do not just want to provide comments

We appreciated being listened to

I would like to have a better feeling for a BLM presence.

We would like to hear more of the content of the common ground between tribes, the general public. and agencies

How can we interact with State govt's
I am concerned with some'of the other players involved through out the Basin -- what input has the Corp of Engineers had -- what about the National Park Service

I do not fully understand the project -- what is the 80% of the accomplishment you expect to reach

I appreciate our invitation to participate -- I feel good about the meeting -- I would like to see more information -- I would like to know more about chapter 4

EASTSIDE EIS PANEL NOTES

OPENING QUESTIONS: DAY ONE

If we don't know what the effects of the impacts are going to be how are we going to estimate the social impacts on my constituency?

Why don't we start with the assumptions underlying the process.

I was frustrated because I wanted to come here and be productive, but I don't know what the impacts are going to be, I don't have anything to base a decision on, I represent a wide variety of constituents and I need more info

I would like to see some presentations to flesh out some of the details.

I would rather see a more collaborative approach rather than advocating a position.

It was my expectation that we would be going through the papers provided and assess what is in the information 1 have reviewed. I expected an overview and then a discussion.

I would like to examine impacts in regards to a larger audience --not just specific interest groups.

Introductions:

I am interested in examining the impacts of wildlife -- I am also concerned with people and the social impacts, but I am more interested in speaking for the wildlife.

I have strong labor ties and I have worked in the resource industry for many years, my main interests are in examining the impacts on labor.

My interests are in outdoor recreation.

I have interest in getting the discussion to move beyond the economic impacts associated with plan , I would like to bring the emotional and spiritual dimension of the plan.

DISCUSSION ON ALTERNATIVES PRESENTED BY TOM Q.

Is the integrity as presented -- is it based on HRV?

Integrity is subjective - you could go back to the ice age? This discussion is very value laden

We are looking at things in terms of values.

I look at the decline of old trees and say so what -- it is a value judgment.

When we say biodiversity -- we mean only native species, not introduced species, there is also a problem with time frame in examining diversity.

-- If a weed comes on the foot of a duck-- it is native, if it came on a boot-- it's introduced
-- We need to define the time frame we consider relevant to determine native species

I think we can examine the forest interactions and the scientific analysis of its ability to function to determine acceptable change.

My understanding was that the time frame was based on the earliest aerialphoto's -- 1930's.

Would the Reserves be Wilderness like areas or would you be creating a new management zone?

What about non timber commodity extraction from the reserves (i.e. mushroom picking, etc.)?

What is the difference between Conserve and Restore?

Time frame becomes significant here because of the time needed to achieve desired conditions.

Is the percent of acres discussed referring to Forest Service lands?

In order to restore a watershed to its previous condition we sometimes must have a high level of timber harvest and other activities.

Concerning these levels of activities, regardless of activities, are you considering funding or budget constraints in proposing what needs to be accomplished?

If conserve is the preferred action -- does that mean restricted grazing?

How will these actions effect the fencing concerns for private land owners?

Due to levels of fire fuels, it seems that the Conserve option would lead to catastrophic fire

You do have to consider what is happening on adjacent lands?

Regarding biodiversity-- the theme seems to be on late ceryl structures when often species need early ceryl stages.

For classification you are anticipating having a secession of ceryl stages and coordinating that with geological processes?

With regard to Integrity -- is this project working to develop guidelines for integrity at the local level?

Is the difference between regional and local level one of the clarifying differences and what does that mean?

The general classification will be the driving force of local management decision-- although there may be some different action at this level it will be the exception to the rule-- the local manager will not be able to overturn the classification -- correct?*

Where does the issue of sustainability fit into these alternatives and is it more prevalent in different alternatives?

If the project funding is cut -- how will the information and alternatives produced be applied at the local level without a decision notification or preferred alternative?

When examining vegetation patterns - did you consider rodent infestation , disease, and insect infestation (i.e. grasshoppers)?

Is there a key that details or describes these prescriptions (A 1, A2, etc.)?

What is the probability ? Will we see these things? What are the actual levels?

Are the disclaimers that these are only preliminaries still in effect?

Do we disregard ALT 7 because of the mistakes noted and are there mistakes in the other alternatives?

How much confidence do you have in the accuracy of high, medium and lows? or do you just have probabilities?

Are these simulations simply reporting mathematical principles?

KEY VARIABLES:

1) Small Rural Communities

2) Recreation and Scenery on Federal Lands

3) Quality of Life of Residents of the Basin

Small Communities

- Roads: connection to a place
- Extraction of non traditional forest resources and the access to these resources
-- Cross - cultural conflict s involved
- Migratory impacts of new residents and the cultural and social impacts associated with this change.

- there are social and economic factors to implementation -- What is this environment and how can we assess it.

- urban to rural migration people are often higher skilled, more educated, and have higher finances, this causes housing prices to rise, and may cause higher unemployment rates.

- I'm not sure that your budget estimates are correct -- if we move away from commodities than the govt. may not properly fund restoration projects.

--- balances have traditionally been unbalanced favoring commodities

- the level of economic impact of Federal govt. on small communities is substantial

- these variables are subjective -- 1 would like to see more traditional variables -- money to counties- without timber / economic base - where will the money come from?

- the limitation of the consideration of people , hunters, fishers, etc., we should not limit our assessment to just people in the basin.

- county residents have a demand for infrastructure - sewers, etc., who will pay for the new requirements that result from new residents?

- I liked the attempt to define community objectively, but I am concerned about inequalities among the populations.

- Who's making the decisions in communities -- who are the political elite?

- Small communities are often dependent on larger urban areas- how will these communities guide their own future?

- What are the characteristics of the people who are migrating?

- Why are people coming here -- resources? and what do they bring-- skills -- welfare?

- Retirees are often people who move to the basin

- Welfare recipients who move in for affordability may harm finances of small communities

- We see a decline in the middle class -- growing inequality -- service industry does not pay enough- crime - drugs -- etc. The govt. can have an influence with the types of jobs being provided to people and can influence the inequality- - recreation vs. middle class jobs

- Cost of dealing with crime is continually increasing in rural communities
- Communities have a contribution to the larger economy -- we need to look at economies at a larger scales

- Resilience based on distance, population,

- Resilience is dependent on infrastructure to respond to change often communities do not have this resiliency

- Franchises and outside businesses are changing the money flow -- often money is extracted out of the small communities

- Social variables depend on the natural resources that surround these communities - must look at these resources and see what these resources can do for the communities and if the

communities are too reliant on natural resources than the communities will suffer
--- we can't solve the social problems without addressing resources

- We can have forest products as well as other opportunities -

- Why is it that our best data is on recreation and scenery data?
- I don't think that this is correct?
- When I read the material I see a lot of predetermined ideas

- I don't see that there is a trade off between recreation and traditional uses

- I don't like the term extraction -- we manage, produce , renew, the term extraction is biased

- When we talk about products we do not refer to passive and action

- The language generally used in these documents does two things
  1) it polarizes issues and people
  2) the language is not clear - there is not clarity

- I feel that we should move in a direction to focus the discussion

- This is an integrated subject and what should we do to answer questions

- Scenery, quality of life, economy, etc., are all rapped up together -- these impacts of the management of Federal Lands really affect the small communities

- We will see within the context you have created what the effects might be

- Civic dialogue provides opportunities

- people come into the Blue Mountain area not looking for opportunity -- they come with money -- this can be detrimental to other residents
- There is a feeling that say Portland is making decisions for Joseph -- big centers making decisions for small centers

- I noticed with interest that 87% of jobs in the basin are based on recreation and 12% on other
- recreation should be looked at as a commodity

- Basically the recreation jobs are produced by direct and indirect jobs'yet resource jobs are only based on direct -- I feel the data is incorrect

- The timber mills provide a tax base that recreation base cannot match

- If they are going to have commercial activities on federal lands (mushroom. picking) they should charge fees -- even for recreation users

- I do not see discussion on new technologies - mountain bikes, water craft, etc., and their impacts

- It does not need to be either or we can have alternatives that do both

- If we are going to charge for one use we should charge for all uses, but these fees should be based on ability to pay-- the market will adjust this price

- What role will the Forest Service play in making these decisions -- will the FS take comments and make their own decision

- There is inconsistency in direct and indirect employment based on timber and recreation

IMPORTANT CRITERIA TO CONSIDER IN EVALUATING ALTERNATIVES

1) Communities:

- local

2) Access to Decision - Making

3). Social Uses

timber
grazing
recreation
scenery
non timber forest products
wildlife
fisheries
water

4) Quality of Life

5) Equity

- distribution of benefits
- polarization
- cultural

DISCUSSION OF ALTERNATIVES

Why was recreation singled out as a predominate use and not put on par with other uses?

I feel that it should be signaled out because recreation is how most users utilize the forest

It seems that if recreation is a key variable and other uses are lumped in under another category then it indicates a bias.

I thought our charge was to evaluate social impacts outside of economic impacts

I am struggling between the artificial distinction between recreation and economics

It seemed that recreation and scenery had some special consideration because it was singled out

There seems to be both tangible and intangible aspects
-- scenery would be intangible
-- recreation would be a tangible use
-- timber etc. are tangible

Jack Ward Thomas said that nearly 2/3 of users on the on the Federal Lands are recreationists but Congress never asks about recreation

Tangible and intangible are not totally separate -- ranchers also appreciate the scenery etc.

The variables are overlapping -- this causes problems -- we may want to look at social uses

These non discrete variables may cause double counting of impacts

Lets get rid of uses such as recreation, timber, grazing -- lets put them in a larger category of Social Uses.

Recreationist pay many fees, snow camp, etc. -- it is an economic use
Actions may have both local and global effects

		Current	ALT 1
Timber		1.0 bbf	1.3 bbf
Range		750,000	-9.5%
Rec	ROS	P/NP 59%	-2%
		RN 61%	+2%
Scenery 1%		VH/H 44%	
		M 12%	
		L 1.4%	+3%

ALTERNATIVE ONE

1) Communities

- are the same buying patterns going to be the same as the past
- sustainability is not the same as stability
- comparing these alternatives to each other may be more valuable
- if timber is the priority - this alternative would be good
  -impacts on community all depends on the community
- these evaluations are based on current funding levels - not ultimate goals

- will effect local institutions will reduce benefits from recreation spending
- the aesthetic dimensions would be less attractive to recreation -- might slow down tourism and in migration
- if the community retains a simple economy it makes it more vulnerable
- if the plans had been implemented the timber harvest are well within the biological constraints of the forests, thus communities would become more stable
- effects depend on assumptions
- can't evaluate ALT 1 because it is not feasible and it has been modified to such an extent
- ALT 1 cannot exist because of laws that have been passed makes it impossible
- since there was no social acceptance it is a moot point
- it did specify land allocation - recreate here - log here - etc. - we did not take into consideration ecological components
- if it were implementable then it would cause the least amount of change in timber industry

2) Access to decision making

- it was not responsive to accessible decision making
- clearly there is a design objective and the implementation -- with this in mind how do we evaluate these other alternatives with a bias
- it is difficult to estimate exact impacts such number of jobs
- we may be better at ranking the alternatives based on preference
- Timber would be a plus, Range don't know, Recreation go down,
- it terms of recreation we are predicting increasing recreation across the board , but conflict are going to increase under this alternative because it is not managed and was ignored
- in the short run it would allow more money for schools etc., but in the long run I don't know if it would be sustainable
- Are we going to get a T- shirt after this is over?

CONTINUED GENERAL QUESTIONS: DAY TWO

ALTERNATIVE FOUR

Assumptions:

There is much material that is going to be removed

If there is not operation on Federal lands than that will reduce the sale of registered bull

We are getting a lower level of cut per acre and lowering the number of acres

We should be going lighter on each acre and increasing acres

We are only including saw timber -- the timber must be merchantable timber

We do not know the assumptions on what material are to be utilized

What is the outcome and goals of Ecosystem restoration

Timber volume and recreation do not have a correlate to jobs - we must surmise result

The harvest numbers per acre is realistic (8,000) -- the current level per acre is about 500 and that is not enough

Under thinning percentage did you reflect the extra cost of removing non merchantable timber?

Do these timber levels per acre reflect merchantable timber

What percentage of this is saw timber?
Alt 2 - the restrictions on the size of timber is a major impediment
How much is saw - pulp - etc. - this is were the rubber hits the ground

Is this model aimed at getting at some restoration goal or is it based on some average

The characterization of Alt 4 is that it is aggressive, but because of the budget it is passive

Road Density

Recreation is being projected to continue to increase across all alternatives -- this will cause increased conflict, less facilities, and a whole host of other problems - and there is no budget to manage these problems

Get ready for increased conflict if management does not hire people for stewardship - build trails -etc. - need family wages

To finance we must charge fees - primarily through parking fees.

I see consumer problems resulting from enforcing and charging fees - there will be resistance

Must capitalize on the willingness of people to pay

Might be beneficial to find some way to give discounts to local residents

If we have activities that mimic natural processes -- what is the input from the recreational planner position

Recreation will happen no matter what -- but it may effect the type of recreation

In the case of a catastrophic event it may temporarily halt recreation in the area

Are there economic benefits for catastrophic events - fire

Yellowstone did not lose visitors and the fire may even have been a draw

Nature sometimes does thing with unacceptable aesthetic effects

The natural appearance of forests is an attraction for people

If the forest looks unhealthy --.not taken care of - it will attract undesirable activities

People will take better care of forests if they are better maintained

I would prefer Alt 4 because it emphasizes intensive management this will upgrade the forest

Aesthetics is incredibly important aspect of forest management and use

Road density -- how do we get changes in aesthetic in two variables but not in another

This is acres not miles regarding Road Density -- the number of acres in H-M-L category

Is this road closure or road abliteration -- where is the budget coming from -- but it would have a positive job impact

This ALT assumes the budget will be there for these actions -- I question the reality of this

If we judge based on appropriate budgets then we should do the same for timber

Road abliteration will not effect recreation much because the roads being targeted are not primary recreation access roads

This may increase the recreation opportunity for fishing -- will reduce erosion- improve water quality - increase fish

Road closure may reduce dispersion of activities - hunting

Could this provide opportunity for guides to take people into these areas

When you close roads you may be able to increase mountain biking etc.

Soil erosion from roads is one of the major detriments to water quality and fish habitat

This may be cost prohibitive

Along riparian areas there will be restrictions and reductions of livestock, but not in upland areas

If protecting the riparian areas can be mitigated why does that mean a reduction in cattle

Assuming you did reduce in riparian and focus on uplands we will need water - where will the money come from?

If restoration is a fact and trees are brought back to expected conditions there will be an explosion of herbaceous material -- how will that be managed? it will dry and build up material for flash fuels which will continue to reduce forest

Part of the answer is in high prescribed fire -- whether we can balance this with budgets is unknown

If these materials will be grazed -- we may actually increase AUM's not a decrease

The prescribed tire is the key - if the fire is done when the ground it frozen you will not have to stop grazing

My concern is that restoration is aimed at biodiversity and biological health - we must have some assurance that actions work toward this goal

With this ALT there will be increased management of grazing -- will that have any effect. on increasing jobs because of increased management demands

If we were to increase dispersed grazing - would that create more jobs

Most of the social impacts associated with timber harvests have already happened

Among the alternatives the harvest levels are not different enough to create much of a difference between alternatives

The same will happen for recreation -- recreation will increase the only issue is the type and quality of recreation that we can provide

I think there will be more impacts resulting from decreased timber harvest levels

I am very reluctant to assess the alternatives in the way we have been -- the lack of information does not provide us with a meaningful assessment

I think the discussion has been good and productive

ALT 1 would have the greatest social impacts - it is not implementable - it will further polarization - gridlock, lack of decision input, increases uncertainty, etc.

I would rather have a plan that had less harvest levels if it is stable than not knowing what is going to happen

ALT 7

I think the notion that we will do something here and not here does not make sense

It does not seem to be an ecosystem based alternative

This would probably not really change the patterns of recreation

It terms of public attitudes it could provide support from the public for reserves - if the public looks at the FS has protecting the trees than that may lead to higher public acceptance

This alternative is based on conservation biology -- if there was a conflict between recreationists and species the species would win

Does this imply that these reserves would have similarly management restriction in all the reserves

All of these alternatives are straw men

Social acceptability for passive management

Will the wilderness like environment carry the Wilderness regulation?

With this notion of being species directed I think the fisheries people would look favorably at this alternative because it would intend to protect fish

We would have to see how the lands outside the reserves were managed -- would these outside lands still degrade fish regardless of the reserves

Most of the damage happens at these lower level lands outside the reserves

Were any of the power areas in need of improvements included in the proposed reserves

My concern is that aside from the primitive areas that can be easily roped off other land may need intensive management that this alternative does not seem to address

How will these issues be affected by budget constraints?

If these assumption are aimed at social desirability -- people may be able to find a way to fund these actions -- this should be considered

If you are now going to actively look at recreation impacts recreation activities in riparian areas - rhis may lead to less social acceptance

More areas need to consider recreation management

How will prescribed fire be managed in the Reserve areas?

We are operating in a vacuum in regards to aquatic conservation strategy

We need more information on what aquatic conservation strategies entails

If we were to use Alt l and the change between Alt 7 my estimate on the job loss would be in the magnitude of somewhere in 20,000 range as a result of decreased timber

Why was none the preferred choice for the Reserve areas?
-- It moves from none in Alt 7 to low in Alt 7b

It seems that there will be an increase in pests, catastrophic fire, forested lands will decline because of

fire, etc. -- it seems instead of protecting reserves would are setting up a recipe for catastrophic events.

Given that most of these areas are in the cold , wet and high altitude -- the propensity for catastrophic fire is less than one might perceived -- especially if some actions are taken in critical areas

It is my opinion that fuel loads are just as high and the possibility of fire is not that much lower

CRITERIA EVALUATION

Communities:

I am concerned with regards to outmigration of young people -- In my estimation ALT 4 would provide a greater diversity in the economy in the long run -- it seems to back communities more attractive to outside people -- they might start stores and new activities -- they would extend their values to the local young people -- this may cause young people to migrate to the cities - if a community has a viability in one sector it will attract people

ALT 4 is going to require an activist govt. -- would that have an effect on communities -- in regard to education -- what presentation of information can induce them to stay -- an activist govt., however, is often a perceived threat by local communities --

1 think the urban centers are the communications centers for information and political influence -- may need a FS activities in all large communities

How do we keep the young people in the community -- it must hire local people -- it must involve the people effected by the change -- if young people are convinced then the older generation will follow

I think young people leave communities because there are not a viable economic opportunities There should be jobs provided to these people -- recreation may be able to provide a good and stable employment

We must be more pragmatic in social engineering -- what is being described here is beyond the scope of the FS scope of operation and mandates -- the problems are too large for the FS abilities

In some localities these ideas can be used -- in Burns we work with providing employment -- at one point 75% of FS work was done by local people, but it is now about 5%

These activities are limited to only some communities --

Community through Quality of life is correlated to Scenic Integrity and correlated to economic entrepreneur opportunities -- if this is so ALT 4 and 7 would provide improvement

If work is done by stewardship contract and the methods of harvest will have major impacts -- if we have helicopter harvest vs. roads the infrastructure returns to communities will be effected

Access to decision making:

There needs to be a comprehensive plan on stakeholder involvement -- what levels -- who -- what are the. decision points -- effective interaction - a master plan

Often public info is not used it is dropped in a black hole

I wonder how will we include access to the 20% of the users who are transient visitors

If you charge a user fee and enforce it you'll get involvement

ALT 6 seems to integrate science and public input

ALT 3 says local communities will be consulted - it seems to invite a broader range of public

EQUITY:

Quick change can often be a problem -- timing is important

ALT 6 will take longer to implement and that will agitate the public for a longer period

By delaying implementation people are aggravated because they want answers now and want problem corrected

QUALITY OF LIFE:

Security is one of the most important aspects - Alt 4,5,6 would provide security in one sense- Alt 2,3 would . . .

ALT 4,5,7 would provide family wage jobs and may give the communities some time to develop a divers e economy

Alt 6 would be more cautious and may be more realistic

In the past the agencies have demonstrated an inability to get things implemented

The assumption is that budgets are a constraint that are built into this process - a more appropriate approach may be to look at an investment approach

If you identify levels of investment you will probably have better acceptance of the plan

I respect the fact that you have looked at budget constraints, but if there was some way to evaluate based on what would happen at different funding levels that may give us a better idea of what to expect

A master plan does not exist, but taking this plan down to individual forest planning would give a better view -- what is going to happen at the local level

If this process drags out for several years - will there be time to implement the plan in time to save things?

POLICY RECOMMENDATIONS: DAY TWO

One problem in implementing plans is zoning and land allocations -- barring certain legislated areas - we should not be limiting ourselves to arbitrary land allocations -- we should simplify these decisions and stop limiting our options by putting lines on a map.

We should move away from the idea that there is a limited supply and we should divide up the slices - we need to view them as our forest and use them

We need to have better accountability and trust of managers and agencies

We need to have better outreach and public education

How do we embrace complexity through modeling and not lose the landscape perspective as we move down to the local level and have analysis tools that we can use a forest level based landscape approach

My perspective is that we put so many possible exceptions in our standards, that this allows the plans to be ignored and doesn't allow for any certainty or assurance that the plan will be implemented--local discretion should still exist ,but within limits

The assessments are broadscale and midscales are just guesses, thus we cannot meaningfully implement the general plan at a local level -- is the forest in the financial and resource position to undertake the analysis to implement the plan

What is the plan to get implementation at the local level?

If money is not a problem what are some other barrier -- if it isn't implemented what about the default measures that will then apply

Some forests have the necessary data ,but others do not --

technology transfers will play a big part in future conditions

Monitoring plans must be emphasized - placed in front - and produce meaningful info
- make it a cost of doing business - standardize the practice

I would like to see some center point (entity) that holds the ecosystem philosophy in context and to answer questions -- will the experts disperse without further guidance
-- third party? -- researchers? --

Why can't we institutionalize the process - do it every ten years - separate it politically -- objective third parties conduct research

We will have to address funding issue if this is to ever be implemented
-- this costs money

In order to get general public acceptance we must address condition of ecosystem - the govt. must be perceived as able to manage land

There will be costs in money, time, human resources-- process change has costs that have been ignored

Fund land grant colleges to supply integrated thinkers

Mechanism for including local knowledge in decision making and adaptive management

The.public must have a sense of ownership in the plan and the planning process

Rename the agencies to the Ecosystem Management Service and take it out of the current Cabinet department

In the report are you going to focus on the evaluation of alternatives or are you going to just report what the panels have said about the plan

How to Write Report

I would preference the report with a context review and the lack of information -- express the concerns that you personally have --

Beware of making statements that are judgmental or subjective as to the quality of the resource

If you can bring the timber category to a better degree of consistence forcomparison
If you differentiate between passive -budget constrained -approach and the active - full implementation-approach, this changes timber levels and perceptions of viability

If you knew what could be accomplished with proper funding then we would then be able to make a better judgment

If you look at it with budget constraints in mind it my direct your selection of alternatives by examining what the reality of implementing any particular activity

An ERU breakdown of information such as timber would make for a better comparison and evaluation

Job substitution may also be an important influencing factor -- this is important to fishermen, forest jobs have been retained at the cost of fishing jobs

I did not see any economic impact assessment outside of commodity driven activities

UPPER COLUMBIA RIVER BASIN EIS PANEL NOTES

DISCUSSION ON ALTERNATIVES PRESENTED BY TOM Q.

When you talk about biodiversity - is that based on the native species?

Have you considered diversions and their effects?

On your analysis of fire - do themes laook at traditional occurances?

Will panels be held to evaluate scientific information?

What is the highest value associated with recreation on Federal lands?

If our economies are doing well why is their so much negativity in the plan?

There did not seem to be anything good happening - the focus is on problems and negatives - this may give the impression that the sky is falling.

Could you explain why overall economic impact to the Basin economy is determined to be little impact?

Economic analysis often results in negatives for the Tribes.

It is a subterfuse to say the economy is not going to be impacted when at the community level significan impacts will occur.

The integrity of high and low areas is different and have different concerns

Are you talking about a return to pre european conditions?

Could you have a monoculture system that has integrity?

You are talking about producing on lands that have low integrity. Does this seem to be consistent with the stated goals?

We need a common understanding of Produce, Conserve, Restore. We need clarity not ambiguity.

Is the decision on the EIS going to amend current forest plans? and at what specificity?

Has the team got together to look at the big picture and see if things are working?

Do all of these alternatives have the same budget assumptions?

How many authors of the floor plan were involved in developing the prescriptions?

I almost never hear talk about social and economic impacts.
- what are these impacts?

- where will they be addressed?

Where is the discussion on Buffallo?

Are we still under the biophysical model?

Where is the social presentation?

We need to talk about economics /politics.
- Congressional budgets effect alternatives

I notice that cautous planning is only mentioned for one alternative

I would like to see a more humble attitude toward the scientific outcomes.

Science is supposed to be an objective exercise - I do not think we have enough information.

We need to have an unequivical definition of what ecosystem management is

I have no confidence in our ability to know the ecological and social impacts for most of the alternatives.

What paramenters were used to establish the alternatives?
- Why were thay chosen?

I think that we have a very narrow range of alternatives - there could be a wider range - the paramenters should be given to the public.

What does restoration really mean?
- I feel that we need a better understanding.
- I feel we often consider restore to mean areturn to pre european times, but

Some broad topic not discussed - Griz, Buffallo, ACS, Soc / econ topics and the relation to other topics.

Soc/ econ intergrity?

Politics role - deal with upfront

Tone was "certainty" why was adaptive management focus of ATL 6 only?

Still need definition of ecosystem management and how Alt 's express it.

Need objectives and standards on the table - some assumptions questionable

Missing : basis for alternative development and discussion of range of alternative ; appears to be narrow, so need to disclose parameters.

2

What does Restore really mean? - return to Pre European conditions . How does this relate to defintion of Integrity?

How on Earth can this be implemeneted? Leads to management by courts ? needs to be understood if followed by people.

What is the extent of response to local concerns

What are the appropriate units of analysis for social / economic variables?
What is the relation to other units?

Differences in defintions / objectives (economic, tradition, envimmental values)

Balance among ecological / social / economic - integrity needed. - key is sustainability.

Community size as a "moral" responsiblity.

Can we function collaboratively in this process or is dog fighting being encouraged by the Alt's.

Does the alternatives allow small communities to participate in choosing there destiny?
- How can they do this?

Education is a key component - there must be opportunities for mutual education

Interests are not on a level playing field -- whose interests are expressed as opposed to values

Everything I see here is a descriptive process -- these panels provide a vehicle for deciding what to do.

This process as left out the description of values and the criteria identified by the panels.

The physical scientist can evaluate the impacts of different alternatives, but the panels role it to identify the costs involved for each alternative

We need to find some common values or interests to evaluate ecosystem mgmt. We need to refine the goals and how they relate to people-- what should people get out of this?

Empowerment requires education

Why not social / economic goals that are used in biophysical inputs? would happen in integrated process.

There is a difference between trust responsibility and management-- the tribes established criteria for evaluation, but the agencies come in a change things through the management.

People must have ownership in a plan and there must be education among the public -- it is the responsibility of the public to make decisions, and managers should not come in and say these are our options.

This is a one way process not a collaborative process.

3

This is what we want physically, socially - how will we pull this off without an integrative approach.

To want extent is this alternative enfranchise the people who are most impacted by its consequences.

Communities of interests effects community adaptability.

The EIS process is not one the diffuses process it sets up conflict -- we have taken it on as a scientific approach.

How do we estimate the impact on poverty rates of local communities?

Can these themes be related to economic variables to estimate impacts?

WE do not want to look at the impacts of the Alt's
- we want to look at social desires of people.

We want to be more proactive and not look at social impacts but look at social assessments.

We must also look at equity -- what does this mean at the local level -- what is the economic disparity?

Be careful of economic aggregated indicators - equity / resource distribution is the issue

Local flexibility is the criteria

The scientists did not have any ability to make local prescriptions -- due to the scale of the project -- there must be local discretion to fit the plan to local; conditions

WE need an analysis of who wins and who loses -- map from alternatives to local communities.

The agency can build trust and responsibility if they map the winners space and the losers space.

The whole EIS process seems to be failing -- communities must be involved and the management must be involved to reevaluate it prescriptions.

Environmental protection , clean air and water, must be included.

There is a need to restructure or create new alternatives that reflect economic and social objectives.

If I am going to evaluate alternatives chapter 3 means a lot more than chapter 2

What is the role of the tribes in this process?

Water diversion has been a big problem fro tribes and now are you saying that the tribes are will have some input into determining these actions.

If the goal is ecosystem management which inherently does not follow political boundaries -- if 38% of the land is privately owned how will management really have the effect intended?

Could you explain more on about FACA and local involvement.

Can the Federal govt. collaborate with local communities.

There is a concern that this process is aimed at such a large scale, and thus a result would be that local communities will be left out.

Where does private property fit into the equation of this planning process? This is Federal Land use planning and I am does Fully comfortable with this.

The only standing that communities have is through NEPA -- MOU's do not give communities any legal standing.

IMPORTANT CRITERIA TO CONSIDER IN EVALUATING ALTERNATIVES

Communities

Enfranchisement
-- local people

Equity - who wins, who loses

Impacts to private property
-- folding into ecosystem mgmt.
-- transference of effects

Quality of Life
-- standard of living
-- environmental quality

Cultural Property

DISCUSSION OF ALTERNATIVES

We (Blackfoot Tribe) must be very careful in evaluating Impact statements -- we have different cultures and interpretations of land uses and impacts.

The EIS is a very foreign concept for the Tribes.

The historical distrust of the Federal govt by the Tribes also colors the process.

How does the 2.8 bbf compare.with ASQ of the current forest plan?

Does the plan assume that budget levels will be the same regardless of the level of timber harvested?

It seems that the budget expenditures have a different priority for each alternative.

I don't think we have enough information to adequately evaluate any of the alternatives, but Alt 2.

It should be a matter of record that the project leaders of the science assessment are not here to respond to comments.

ALTERNATIVE TWO

What are inputs and what ate outputs?

What we are trying to do is evaluate social inputs based on harvest levels -- this is a grossly inadequate way to measure social impacts.

The information we need to look at is the social process not just outputs.

Providing wrong information to predict social/ economic effects

Do you have economic and social data for us to use to answer the question you are asking us?

In the economic assessment - this level of analysis determined that there was no economic impact on the Basin communities.

Bizarre assumptions in economic model -- timber harvest is assumed to automatically reduce aesthetics, etc.

How will the EIS team evaluate Alt's if they do not have enough data?

No basis for estimating social/ economic impacts

These maps are only one stochastic model -- you can only identify general patterns.

We do not know where the timber will be going -- how much will be cut and where.

It is difficult for the FS to manage for individual communities -- there are to many unknown variables.

What actually happens on the ground may be different from the plan which will change impacts.

Can you go less than the clusters for analysis -- will timber go up or down in a particular community?

What does restore imply -- economic impact is not referred to - there may be more jobs from road elimination, or loss from timber harvest levels - other output are forest health, blue ribbon streams etc.

One cannot predict from a gross level process what the social impacts will' be on the local level - what jobs will be created - who will get them?

This Alt will not achieve enfranchisement because people feel that they have not had a strong input

This ALT has resulted in a high level in uncertainty -- has any of the other alt's addressed this uncertainty and predictability?

I think we can get some good insights into the social and economic impacts by looking at the proposed timber harvest levels.

Timber sources have shifted to woodlots, but I think eventually these other lands will begin to decline.

Nez Perc NF - great drops in harvest under PACFISH 170 mil to 30 mil bf

Negative effects on locals - no input from top down decision - One size fits all solution - no enfranchisement

Alt l-2 very uncertain negative effects - do 3-7 increase predictability ?

Other timber sources diminish over time

Unfortunately when private lands become the dominate source of timber the incentive has been to overcut while prices are high thus resulted in a circumstance where it is going to take about 50 years for them to rejuvenate.

It seems that the small operators are taking the brunt of the shift -- multinational are able to shift operations to other areas.

How does the actions of the FS effect the economies of local economies -- there needs to be an economic assessment of the economic structure -- where are the mills -- who owns them -- where are the jobs -- who gets them -- local , outsiders -- I see a lot of talk about economic impacts , but I do not see a real effort to evaluate what is out there -- there must be a commitment to undertake research -- the FS must hire social scientists and economists to do this research.

There does not seem to be clarity among the Federal agencies has to what the effects are going to be - there has not been an attempt identify the effects on the specific alternatives.

We, as a panel , need to look at what prescriptions are for a specific area, then we can attempt to judge what the impacts will be for these communities.

There needs to be trackability on where and to whom timber is sold and where it goes.

More difficult to measure non market benefits

Sometimes we have data but its ignored

Growth is often resource dependent in one way or another - but there are still scale and equity issues

The quality of life is a major attractor for new migrants -- we can estimate number timber jobs associated , but we do not have good data on quality of life associated jobs.

Who's interests are followed - who's are ignored -- who benefits?

Quality of Life is an elusive term that seems to change over time - what we can do is examine issues to evaluate what actions we can take that will keep us within the our parameters.

Can we undertake actions that will not adversely effect our values and quality of life -- not do we extract resources ,but how to do it ?

We still need a tax base to provide social and infrastructure needs

- If we are going to capture new income (recreation - willing to pay) how are we going to tap into these new funding options?

We still have services to provide - with new people we need more services -- we need new sources of income - user fees - more timber harvest.

I think that recreation is paying its way -- it usually incorporates the mom and pop shops and that money stays in the community.

Many communities diversify for reasons other than commodities

7 million tourists in MT do pay for many things

Recreation is important, but the statistics show a big difference in the level of income generated from timber jobs and recreation jobs

Where are the year round family wage jobs?
-- trade and service jobs generally do not provide high wages.

I think the debate between recreation and timber is a straw man argument -- the economy is much more diverse than these hvo sectors -- retirement, manufacture , etc.
The type of timber being generated is not the same as in the past - some mills will close because of the technology they possess to process the type of timber now harvested.
-- only so many 400 year old trees can be harvested on a 100 year rotation.
-- it may be uneconomical to retool some of the mills

Why can't we have both recreation and timber harvest -- it does not need to be either or

One assumption is that the timber harvesting that is rejected by migrants is nit the activity, but the workers themselves -- new comers want to be surrounded by similar people. - social conflict not resource impact

-- Some people see just the opposite trend.

Our social systems and economic systems respond to the amount of social and economic stability -- people are not asking for the maximum amount, they are seeking a stable supply for a long term

We must incorporate a certainty of what to expect from the forests

Can we determine where the timber is going to go - where the economic influx will go.

Cannot predict who gets loss, but receipts of 25% fund can predict at community level to some degree

I see a lot of talk about multiple use - we need to fine tune this notion

Is there going to be any evaluation'of public participation is or should be in these alternatives and this process?
What are the process outcomes vs. product outcomes?

Is ecosystem mgmt the same as multiple use - I don't think so, because it is not outcome driven.

CONTINUED GENERAL QUESTIONS: DAY TWO

ALTERNATIVE FOUR

Why is OK under Alt 7 to have huge swings in timber outputs, but in Alt 4 you only have small swings -- you need to make up your mind on what is good and what is bad.
- Why is predictability of timber harvest not optimal for all Alt's?
- Predictability should be inherent to all Alt's.

Predictability is an outcome of the process not a goal.

Does predictability vary because of the concept of adaptive management?

Predictability would seem to increase as harvest levels decrease.

Will these swings be basin wide or at the community level?

what about the link between volume and communities?

Predictability can be the same among alternatives, but volume may vary

Predictability is broad -- harvest level, sustainability, funding, etc.

What is the predictability of the effects on local communities?

It seems that the objectives are not consistent with actions in every Alt.

It seems that there are a great many objectives and some Alt's meet the objectives to different degrees and with different priorities

It seems that they are adding criteria to get rid of the problem? .
- some of the criteria have no based - identification of community resiliency

What we seem to be saying is that there is a class of communities that we are going to prop up and perpetuate
- the questions should we artificially perpetuate theses communities?

Standards on "emphasis on customary use" still doe not direct timber to communities and national policy issues
Doesn't this serve to perpetuate dependence vs. diversity?

Goal get away from appeals, lawsuits, etc - these obj. could increase these rather than decrease

Need closer cooperation with town to see how they could diversify

Mix of Alt 4 & 7 would be one alternative

I think we could mix Alt 7 and 4

This might be a dinosaur plan - we never look at recreation as a major issue -- everybody in this room recreates -- recreation may not pay as well now -- but in the future recreation will play a major force in the Basin -- and we have not made any plans for recreation -- recreation will be the leading industry in MT & ID in the near future -- we need to be planning for recreation and have some kind of focus and direction of how to manage recreation.

There should be both recreation and timber

It is good to look at small communities ,but I think we have missed asking the question as how this effects the national community?

Restoration is a one time shot - also if we wait communities may suffer

There is no way that any one Alt is going to solve all the problems in the Basin - the problems are too diverse and relative to each local area

We do not so much need the FS to take a whole new direction , but to be left alone to manage their own predictability

Adaptive management must include the impact to local people

A major problem with forest plans is because they were created to keep the managers and creators to be comfortable

If we are to go to ecosystem mgmt we need a fundamentally new way to deal with people

We really have not had a good description of the alternatives - we have not really seen what the alternatives are

We sometimes take foresters and make them community developers - they may not be prepared for the role - the forest service might not be suitable to be community developer

Fish and wildlife are good indicators of ecosystem health

If you don't do timber what else might you do - unless you consider the option you will not find alternatives - change is motivated by discomfort

Emphasis on customary uses might be misleading in context of ecosystem health

Need to study impacts of changing economy

It is likely that a mix of these alternatives would be the best solution

It would help if we had a better explanation of the Alt's - what is the major thrusts and possible impacts - not focus on process

If we can identify some key themes - the project team can say yes or no that theme was addressed and here's how.

It would have been preferable to have a brief interpretation of the alternatives (Andy's 12 min. description) to preface Tom Quigly's presentation.

EVALUATION OF ALT 4

Predictability for Alt 4 which is active management is very dependent on availability of budgets.

An important part of Alt is the concern with catastrophic fire threats,

The plan would be effective if it dealt with potential appeals

How are any of these going to be predictable with the various layers and laws that can potentially block activities

Environmental groups do not automatically appeal every sale - the reason you have appeals is because the FS is not complying with current laws

The FS & BLM would not have as many appeals if they followed the laws

I think predictability is not a good variable - there are to many inputs involved

We do not have a time frame to judge the outcomes - we may get a positive in the short run , but a negative in the long run

I have some concerns that we do not know enough about the ecosystem to so actively manage the resource to this degree

How do these alternatives vary in there legality -- 1 is illegal - 7 would require repeal of Multiple use sustained yield act -

I can see appeals because people may see forest health as a ruse to increase logging

COMMUNITIES

what happens to small communities when the radius stands are replenished - when do we reutilize

How well will communities be able to remain resilient

This is the only alternative considers recreation

It does help communities create more balance

ENFRANCHISEMENT

It will increase enfranchisement if they follow the intent statement, but we have no specifics of what this involvement might be

Will the FS do more then just listen -- we need a formalization of the public participation process

Part of Alt 4 is politically salient -- people will latch on to this option because it politically viable

It is a utilitarian approach / active approach to the land

Adaptive management is becoming more acceptable

Alt 4 or 6 are more likely to be more salient

Political acceptability seemed to be more salient and viable in Alt 6 to the ECCO group

Active management is marketable in this region - responsible use is not on one dimension

EQUITY

Alt 4 does provide some reliability of where change is going to take place- this can make it more equitable at the community level

I cant say where the equity variable is going to be - it may be good for one community but not for another

This can benefit in the long range, but not in the short term

Equity based on traditional model - there may be some trade offs between small and large companies

Elk hunting will go down with this alternatives

Outputs are a condition of ecological conditions - thus reduction of hunting may be acceptable

How does oil and gas exploration fit into this in regards to equability and the ecology ?

CULTURAL PROPERTIES

What about cultural properties ? what is the definition in the plan'? How will these alternatives protect these lands?

I do not see any reference to Native Americans - no regard fro our culture - cultural properties are not dealt with sincerely and explicitly

-Either involve us or don't involve us and then stay out of our reservations - do not tell us how to manage if you do not include us meaningfully in these processes.

Cultural Propenies must be a important aspect of the planning process - not put off to the side

There was nothing wrong with our fish until people came in and said they were going to manage - diversion of waters, siltation, etc, have effected the fish viability

I see equity at various scales - when we move from extraction to restoration - the greater public gets more equity - will decrease equity at the industry level

PRIVATE PROPERTY

It is probably less likely to effect private property - if we tighten restriction on Federal lands to protect species =- it will allow states to be more lenient on other lands

This will lead to further pressures on private property to utilize resources

We may have a stability of timber supply and predictability
- if private owners can know what the future of public lands will do then they can better plan how to manage their own lands

Population will increase, in the Basin - if less commodities provided on public land more will come from private lands

Value of private land may increase because public lands will be healthy and available impact will depend on individual communities

Reliable timber supply - few catastrophic fire risks could lead to better management of private lands - greater long term benefits

QUALITY OF LIFE

There is pluses and minuses for all of this

If we do restoration it will be a plus for the ecosystem, prices may go up for paper which can be a minus

How will these alternatives affect currently designated Wilderness areas and other wilderness like settings?

ALTERNATIVE 7

CULTURAL PROPERTY

It seems that Forestry schools have a dichotomy between Pinchot and Muir - I think that if this is true it may doom this process because how can you get agreement and bridge these two different paradigms.

Can a utilitarian viewpoint ever be meshed with a traditional Tribal view.

Alt 7 seems to be more oriented to a Muir type approach

What does this mean for water diversion and fire suppression?

I think even Pinchot would be upset with harvests levels in the 1970's.

I think that a good aspect is that we do not have to rely on the FS to make good decisions, but can systems ever recover salmon population on there own - this is questionable

We have had so many effects on the national system that the system is not natural any longer - we will have problems if we let it just go - we may need some active management

The objective of this alternative is to establish pre European condition independent of cost or other concerns - is that correct?

The Tribal perspective is that we would like to manage and to protect the land and for the outside agencies to just leave it alone
- let the tribes decide the management priority
- the lands should be managed - I think Alt 7 with a hands off approach would be good for Tribes if we can have more of an input

I have a lot of emotion and anger because we constantly have to battle the state over our resources - they want to take the right to regulate our water, they want to take control of private lands on our reservations -- we must have lands, wildlife, and resources
- Indians become endangered along with resources

QUALITY OF LIFE

It is uncertain as to quality of life - they may have scenery but no job

I see uncertainty - we are coming up with new standards for quality of life - these are different from traditional standards

I think it will increase QOL at national level and regional level but not at some individual community level

PRIVATE PROPERTY

Alt 7 might include a influx of Quality of Life in migrants and we might see more subdivisions

More wilderness areas might reduce QoL - not many people will be able to access these lands - much of the recreational opportunities will be lost

There will be significant impacts on private property - the urban interface - fire suppression concerns, etc

What is going to happen in these Reserve areas?

It appears that the implementation of alt 7 is an attempt to engineer change that would result in hands off and restore efforts -- the social impact would be that we want to reduce rural residents and influence urban migration - we want to reduce resource use

I see tremendous problems has to how we will fund these actions - funding is usually through private property tax - this is not viable unless there is an alternative funding source like user fees

Recreation opportunities may be reduced in some aspects, I think that we often discount the importance of wilderness -- the fastest growing communities are near wilderness areas

We must also look at Wilderness and wilderness and understand the difference - wildlands not necessarily Wilderness

Also I don't think we have a limited amount of roads - the important questions is how many get taken out

These things may attract some growth - people cannot live off the land they must subdivide - this bring migrants with different values - is that what we want

ADDITIONAL COMMENTS

I would like to see a winners and losers assessment

Are the tradition people who make a living off the land going to be displaced for upper class in migrants who want the environment for spiritual and recreation activities for the rich

Want happens to the communities who lose tax base income from the extractive industries

It is not true that all the old goes out and all new come in -- people learn to adapt, but there will be a change

The beauty of the preserved lands is pulling the Indians back home even though there is no economy we will find a way

There is a lot of fear that lose of harvest levels will harm the communities in taxes, but if timber prices increase then tax base may not decrease

A problem is that agriculture lands provide more tax income the subdivided lands because of the costs of infrastructure

Involvement of local communities - assume respect and enfranchisement

Organization working together to produce one plan - not many .

Consolidation - less fragmented administration

Adaptive management positive in all ALT because of flexibility ands gaining knowledge

I don't see Fish & Wildlife and similar agencies - this is good because they complicate the FS management

- this is bad because they are open to criticize the plan because they weren't involved

What is the charter that has established this process?

The Tribes are represented in at least the last comment period.

The notion of Forest health in these alternatives is good

NOT POSITIVE

There is a lack of addressing aquatic species - their ability to get to the headwaters -- I don't see any resolutions to do this -- there are no solutions being presented

The language is not understandable to anyone who reads the plan

There is some changes in elements to help the Fish, but not instream flows

The is an Explicit acknowledgment of Quality of Life
I would like to see clear and unequivocal definitions and operationalization of terms

There seems to be a lack of implementation strategy - a lack of budget to implement.

The sheer scale of the project is both negative and positive

A major flaw is a lack of planning for recreation

There is a lack of common scales for evaluation

I am not as concerned with scale - but there needs to be some clear direction -- you cannot consider individual district without looking at the whole'

The intent was to look at large scale issues that are relative to al the areas - but we have carried many topics that do not belong on this scale -- for example scenic integrity is not appropriate at this scale

We have turned this into land use - it should be on process

How do the agencies deal with people who are receiving services

How do we engage people with different values

The FS has engaged us in their discussion instead of asking us what we would like to discuss

It has never been clear how this project will affect forest plans

The FS does not seem to know what it wants to do - it doesn't have a direction

This process has not proceeded in a way in which people can work together toward common goals

It's time the agencies run like business

The level of communication between the members of this process and the traditional forest planners are not good

In order to change things it will first be necessary to go to Congress and throw out some of the regulatory laws

I think ecosystem management is a viable option - we have gotten off to a poor start , but we should keep trying

The ability to plan for many issues at once is important

This is an expansion of multiple use - but there is a shortage of economic and social components - need new philosophy for EM

Forest plans have not worked

One of the components that is included in the process is Congressional appropriations -- line item assessment of what will happen for different budget possibilities

We are here because we are concerned and motivated -- we want to see this process succeed.

GOOD LUCK!