

- c. Access off designated roads and trails.
3. Administrative access authorization will include mitigation measures to protect resources and to rehabilitate impacts caused by temporary motorized access or activities. Some of these mitigations could include, but are not limited to:
  - a. Closure and rehabilitation of temporary access routes.
  - b. Activities/travel over snow or frozen ground.
  - c. Activities/travel limited by season or soil moisture conditions.
  - d. Use of low-impact equipment and techniques.
  - e. Use of gates and signs to preclude general access.
4. Decisions regarding access authorization and special requirements will be decided on a case-by-case basis. The authorizing officer will consider the resource values involved, potential effects of the activity, cost vs. benefit, and appropriate/ reasonable mitigation measures to be applied. Access recommendations will normally be made during project planning through an interdisciplinary team process and with the appropriate level of NEPA analysis.
5. Grazing permittees/lessees must apply for a permit to provide supplemental livestock feed, salt, or nutrients, or to construct new fences or other range improvements. The BLM will decide during the permit process whether or not off-road vehicle use will be allowed for these activities. If allowed, written authorization and conditions will be included in the permit/lease. The annual grazing billing process will also provide an opportunity to include or change written access authorizations prior to turnout. Motorized vehicle use off of designated roads/trails will generally be approved when:
  - a. Moving cattle in to or out of a pasture, and checking for stragglers a day or two later.
  - b. Checking/repairing fences prior to turnout.
  - c. Checking for breaks in fence or open gates after finding strays.
  - d. Checking all perimeter fences/gates once per month (special authorization will be required for more frequent access).
  - e. Hauling water to troughs that are off-road.
6. If road closures eliminate access to sites used for traditional cultural uses, tribal members may be granted administrative access for purposes of those uses.

## Land Ownership

Public lands have been classified for retention or disposal pursuant to the Section 7 of the Taylor Grazing Act (43 U.S.C. 315f) and other authorities described in Appendix A.

**Objective LO – 1 (Z-1): Identify lands for retention based on resource values and overall management objectives. Lands allocated for retention are identified as having high public resource values. They include areas that will generally be retained in public ownership, and where emphasis will be placed on increasing public land holdings.**

### **Rationale:**

Public lands in Central Oregon provide a variety of resource values. These include but are not limited to native or natural species dominance, archaeological values, special or unique plant and animal habitats, support for wildlife populations, recreational opportunities, solitude and open space, and providing undeveloped space between burgeoning population areas. Underlying the objectives for land ownership is the assumption that retention of large blocks of public lands best serves these diverse values.

### **Allocations/Allowable Uses:**

1. Those public lands in Wild and Scenic River areas, identified for retention in the Middle Deschutes/Lower Crooked River (Chimney Rock Segment) Management

Plan (USDI-BLM 1992) and designated in the Brothers/La Pine Resource Management Plan (USDI-BLM 1989) will remain Z-1.

2. RMP Map 6 displays lands classified Z-1 for retention (approximately 323,931 acres).

**Guidelines:**

1. Retain lands in the more urban areas to provide for wildlife and more intensive recreational uses; retain lands in the more rural areas to provide for wildlife and moderate recreational uses.
2. Retention designations will provide for protection and management of resources for public benefits that include but are not limited to:
  - a. Retain public lands along stream corridors, including headwaters with upland buffers.
  - b. Retain public lands with visible highland features including Cline Buttes, Smith Rocks, and Grizzly Mountain.
  - c. Retain public lands that connect large blocks of public lands for wildlife corridors, for access, and for recreation trails.
  - d. Retain large blocks of public ownership to maintain and protect the integrity of intact ecosystems.
  - e. Retain public lands that provide trail corridors or maintain opportunities for longer distance trail loops or regional trail corridors in rapidly developing areas.
  - f. Retain in federal ownership all habitat essential for the survival and recovery of any species federally listed or proposed for listing as threatened or endangered, or BLM sensitive species, including historic habitat that has retained its potential to sustain listed species and is deemed to be essential for species survival (BLM Manual 6840- Special Status Species Management). However, trading of land to acquire habitats of equal or better in value may be considered.
3. In designated transportation corridors, until a site-specific NEPA analysis for that designated use has been completed, or other information indicates that the corridor is no longer needed for that use, do not authorize new uses that will preclude uses for which the corridor was designated.

**Objective LO – 2 (Z-2): Identify parcels to retain, but may be disposed of through exchange for lands with higher public values primarily for the purposes of connectivity, with a secondary emphasis on consolidation (blocking up).**

**Rationale:**

Lands identified for exchange offer flexibility for acquisition of lands that have important resource values or that may improve the administration of existing lands. The BLM retains the option to consider the disposal of all properties for the best interests of the public under the appropriate review process. Retention is directly consistent with objectives that emphasize developing a land pattern for the protection of resources. Retention also indirectly benefits acquiring land in a pattern to benefit resources. Emphasizes exchanging isolated blocks to block up or connect larger blocks. Identifies fringe blocks between large blocks that may be exchanged to reconfigure the land pattern to provide for connectivity between large blocks.

**Allocations/Allowable Uses:**

1. RMP Map 6 displays lands classified Z-2 for retention with an option to exchange (approximately 62,753 acres).
  - a. Some Isolated and fringe public parcels are identified as Z-2 to provide connectivity between larger blocks and eliminate trail and road entries onto private lands in the rural areas. Parcels are located at Steamboat Rock, Mayfield Pond to Badlands, and Prineville Reservoir area to the Maury Mountains.
  - b. Areas identified for blocking up public lands include east and south of Juniper Acres, Horse Ridge, Bend/Redmond, Mayfield Pond, and Prineville Reservoir area.

- c. The majority of the public lands in La Pine are Z-2, extending south from Wickiup Junction to the boundary of the project area to provide the opportunity to change the public land pattern to provide for deer migration, specifically between east Deschutes National Forest and west Deschutes National Forest.

**Guidelines:**

1. Disposals involving exchange when the private parcels and public parcels are in the same general area is preferred; but other areas in the planning area may be acceptable if the exchange accomplishes important overall management objectives.
2. The public parcels around Prineville will be available for exchange for parcels throughout the planning area.
3. Parcels generally having the potential for high public resource values to retain may be exchanged for private parcels with higher public resource values, for parcels that will block up larger blocks of public lands, or for parcels that will provide connectivity between larger blocks of public lands.
4. Do not dispose of lands that contain special status species habitats unless the parcel to be disposed of will have a conservation easement, and/or the parcel to acquire contains similar resources of equal or better quality for special status species.

**Objective LO – 3 (Z-3): Identify lands for disposal that generally do not provide substantial resource, public, or tribal benefits that may not be cost effective for the BLM to manage or that will represent a greater public benefit in other ownership.**

**Rationale:**

Many BLM administered lands are isolated parcels that have limited resource values or no public or administrative access. Lands adjacent to growing communities often are categorized as the least productive lands, and therefore are high priority for expansion of urban growth boundaries when compared with lands of higher productivity. Community expansion was provided for in the Brothers/La Pine RMP and was identified as an appropriate need throughout the Upper Deschutes EIS/RMP alternative development process.

Lands that share boundaries with private lands are sometimes subject to trespass. While the bulk of a parcel may represent one or more public values, trespass that includes part of a structure, for instance, has lost public value. If the trespass was inadvertent, such as in an erroneous survey conducted under earlier standards; or, if the cost to remedy the trespass is not commensurate with the restored values, disposal of these properties will be facilitated. Current legislation (BACA Bill) allows for funds generated from sales of Z-3 lands identified in BLP to be retained by the BLM and applied to state-wide land acquisition purposes.

**Allocations/Allowable Uses:**

1. Selected public lands identified as Z-3 in Brothers/La Pine RMP will continue as Z-3 and qualify for retention of funds in accordance with the BACA Bill. These lands include isolated parcels between Bend and Redmond, isolated parcels around Prineville, and isolated parcels northwest of La Pine (see RMP Map 6).
2. RMP Map 6 identifies lands classified Z-3 for disposal, (approximately 15,186 acres). Parcels suitable for disposal include eight in the Northwest, eight south of Steamboat Rock, three at Cline Buttes, one west of Redmond, two along Highway 97, eight around O'Neal, 15 north of Prineville, 12 north of Highway 380, 19 between Prineville and Prineville Reservoir, three east of Prineville Reservoir, three in Alkali Flat, two southeast of Bend, four near Burgess Road in La Pine, and one at the intersection of Highway 97 with Highway 31.

**Guidelines**

1. Trade or sell small, isolated parcels to acquire lands adjacent to and/or surrounded by larger parcels of BLM or other federal, state or county administered lands.

2. Lands allocated Z-3 in this RMP may be retained if the consultations, clearances, reports, or future site specific Environmental Assessments show any resource values worthy of permanent Federal retention.
3. Any exchange, sale, or transfer of public lands will be subject to appropriate analysis under NEPA, with applicable cultural, botanical or special status species clearances, as well as required mineral reports.
4. BLM retains the option to reconsider the disposal of all properties for the best interests of the public under the appropriate review process. A proposed disposal must be consistent with the objective of protecting resources.
5. Designate as Z-3 any parcels determined to be unsuitable for retention through subsequent site-specific analysis.
6. Use proceeds of sales (as permitted by BACA Bill) to acquire lands for the purpose of improving the BLM's land ownership pattern. (See Appendix D and Objective LO-5).
7. Lands will be available for sale or exchange if the encumbrances are resolved and the public will be better served. No exchanges will occur until satisfactory resolution of encumbrances.
8. The lands in La Pine will have a first priority for community use, and then open to the general public.
9. First priority for all land disposals will be to satisfy the State of Oregon's entitlement to in-lieu selection lands for the purposes of providing for school funding.

**Objective LO – 4: Provide land for community needs and uses consistent with public land management mandates (community expansion).**

**Rationale:**

Public lands abut or surround many of the expanding communities in the basin, including the City of Redmond and the community of La Pine. Under State land use law, BLM administered lands are often the most “urbanizable” lands adjacent to urban growth boundaries because they lie in the expanding urban area and are often classified as “non-resource lands” in the state land use planning process. In La Pine, BLM administered lands are within and around the community, making them highly desirable for urban infrastructure and to supply future needs for parks and open spaces.

Local land use planning and other community planning groups have identified public lands for potential community expansion needs.

The United States, through BLM, owes the State of Oregon, through the Department of State Land (DSL), several thousand acres of land, called “in lieu” lands. BLM is seeking in this plan to repay DSL by providing parcels identified as Community Expansion. When communities request lands that are Community Expansion, BLM will request that DSL consider requesting those lands as “in lieu”. If DSL acquired the lands, they could then transfer them to the communities that requested them, which will provide public lands for community expansion while also relieving BLM of its debt.

**Allocations/Allowable Uses:**

1. Classify approximately 3,612 acres of BLM administered lands for disposal for Community Expansion (see RMP Map 6).
  - a. In Redmond, several public land parcels south of the Redmond Airport, south of Redmond, and east of Highway 97 are identified for community expansion.
  - b. Between Redmond and Bend, some public lands east of Highway 97 are identified for a park.
  - c. East of Prineville, at Barnes Butte, public lands are identified for a park.
  - d. Between La Pine and Wickiup Junction, several public land parcels are selected for public facilities and parks.

**Guidelines:**

1. Public land may be identified for community expansion when a bona-fide need for land has been identified through an urban reserve or other appropriate study. Such studies will consider unique resource values on those public lands but not recognized or prioritized by State Land Use urbanization processes.
2. Identify lands for community expansion that have particular value to communities for future infrastructure or other expansion needs, (including expansion of urban growth boundaries) or when another agency may have greater administrative capabilities in regard to particular parcels. These lands are highlighted for, but are not restricted to these uses, and will always have an underlying value of either retention or disposal related to the agency's overall land ownership objectives. Sale or exchange of that land could occur in support of land acquisition objectives of the agency, regardless of the prospective buyer's purpose.
3. Lands will be available for community expansion that will provide a greater public benefit being used for community expansion than for other public benefits. These lands will include but are not limited to lands with the following important characteristics:
  - a. Lands integrate the needs identified in Federal and State and local development and resource plans, and the plans of non-profit groups when selecting public lands.
  - b. Sufficient public lands will be selected for ancillary facilities outside the urban growth boundaries that complement them, for example, airport clear zones.
  - c. Public lands will be maintained as a development buffer between communities, thus retaining community identities.
  - d. When public lands are selected for community purposes, BLM will request that they be evaluated for compatibility with in lieu selection criteria by Oregon Division of State Lands prior to transfer for community purposes.
  - e. The lands outside of Redmond and south of the north boundary line of Township 16 (called the sawtooth lands) will be available only for parks and other open space purposes. This does not preclude transportation uses.
  - f. The lands in La Pine will provide trails/connectors from Rosland Pit to public lands to the south.

**Objective LO - 5: Adjust land ownership patterns to improve the effectiveness of land management, wildlife habitats, and recreation. Provide connectivity for wildlife and recreation between larger blocks of lands, in urban areas and where no public access currently exists. Acquire isolated private parcels in large blocks of public lands.**

**Rationale:**

Many privately held parcels of land provide unique or special values or benefits that will contribute to the overall mission of the BLM. These values or benefits include but are not limited to natural or scenic resource values, public access to existing non-accessible public lands, significant archaeological resources and areas of traditional cultural significance, or to reduce the potential for future fragmentation of habitats that could result from granting access to private lands through BLM-managed lands. Targeting a list of properties desirable for acquisition promotes a basin-wide approach to important resource management such as restoration of Threatened and Endangered species habitats. Identifying these properties allows for more efficient collection of funds to sponsor individual or joint acquisition procedures and facilitate more streamlined land exchanges and emphasizes selection of areas or specific parcels which will provide connectivity between, access to, or block up public lands.

**Allocations/Allowable Uses:**

Parcels of interest include those between Deschutes National Forest and Clines Buttes, Tumalo and Cline Buttes, Mayfield Pond and Badlands and Reservoir West, and Reservoir East and Maury Mountains. (See RMP Map 6 and Appendix D)

**Guidelines:**

1. Block up large blocks of public lands.
2. Align boundaries to recognizable features and topography.
3. Exchange isolated parcels that do not meet objectives and guidelines.
4. When other agencies have interests in public parcels, dispose of the parcels to the agency with the greatest interest and administrative capabilities, or develop management agreements indicating the lead agency and the responsibilities of all agencies.
5. Acquisitions will occur only with willing land owners.
6. Acquisition priority will be the urban areas for wildlife and ecological purposes then for recreation purposes, and secondarily in the rural area for the same purposes. Less emphasized will be acquisition to consolidate public lands in Millican Valley, Horse Ridge, and La Pine.
7. Lands with the following qualities may be considered for acquisition.
  - a. Located along stream corridors, including headwaters with upland buffers.
  - b. Include visible highland features including Cline Buttes, Smith Rocks, and Grizzly Mountain.
  - c. Connect large blocks of public lands for wildlife corridors, for access, and for recreation trails.
  - d. Will block up public ownership to maintain and protect the integrity of intact ecosystems.
  - e. Will block up public ownership to reduce social conflicts and maintain legal access and provide trail or road corridors, including private lands along Route 8 in the Badlands WSA.
  - f. Provide new or add to existing recreation opportunities that are in short supply (e.g., acquisition of lands at ODOT Pit on State Highway 20 to ensure long-term use as an OHV play area and staging area for events).
  - g. Parcels will (1) facilitate access to public land and resources, (2) maintain or enhance important public values and uses, or (3) maintain or enhance local social and economic values in public ownership, or (4) facilitate implementation of other aspects of the approved Upper Deschutes RMP.
8. Prioritize parcels for acquisition to meet management objectives based on the potential for imminent development. These objectives could include the following considerations (note: these are not in order of priority):
  - a. Reduce the number of developed in holdings.
  - b. Improve wildlife values including habitat for special status species, travel corridors, etc. In prioritizing parcels for acquisition consider lands that have multiple wildlife values, contain habitats of special status species, are in-holdings and/or contribute to effective habitat management practices such as:
    - i. Parcels located in the La Pine deer and elk travel corridor, especially ones that block-up ownership and/or contain riparian or wetland habitats.
    - ii. Parcels located along the Crooked River (and adjacent uplands) south of Prineville (to benefit riparian dependent species and potential bighorn sheep re-introduction).
    - iii. Parcels located in the Alkali Butte area that will help connect federal ownership between the BLM administered lands in the Reservoir East area with Forest Service administered lands located in the Maury Mountains.
    - iv. Parcels that contain important habitat for special status species and other species of high public interest or concern, including sage grouse.
  - c. Improve or increase riparian or wetland habitats.
  - d. Improve recreation opportunities, including new or improved trail links, expanded existing recreation opportunities that are limited or in high demand, and access to lands that currently have no legal access. These opportunities may include, but are not limited to the following examples:
    - i. Acquire lands in the Horse Ridge and Skeleton Fire areas to maintain or provide new trail systems.

- ii. Acquire lands surrounding Badlands WSA to better manage wilderness values and provide adequate parking/trailheads.
- iii. Acquire land in Dry Canyon at Cline Buttes to maintain trail system connectivity and improve parking/staging areas.
- iv. Acquire land in Cline Buttes to provide better trail opportunities and reduce social conflicts.
- v. Retain use of ODOT pit area on State Highway 20.
- vi. Provide unique recreation and river access opportunities via acquisition of in holdings along the Deschutes and Crooked River; including the Hollywood Road area at CRR.
- vii. Provide for better management of special management areas/sites such as ACECs, WSAs, etc.

**Objective LO – 6: Use easements to complement acquisitions, in lieu of acquisition for conservation or access as appropriate to further public management objectives.**

**Guidelines:**

1. Pursue easements or access agreements for public lands identified for retention that do not have public access.
2. Maintain or improve access to public lands whenever possible during realty actions.

**Objective LO – 7: All withdrawals affecting the planning unit will be reviewed periodically to insure the lands being utilized are consistent with the purpose for which the lands were withdrawn.**

**Guidelines:**

1. Lands found suitable for return to the public domain will be restored to entry and managed according to management prescriptions for lands having similar resource values.
2. All new withdrawal proposals will be considered on a case-by-case basis, including land use needs of other Federal agencies.

## Public Health and Safety

**Objective PHS - 1: Minimize risk of errant firearm discharge toward users of BLM administered land and adjacent public land that experience high levels of recreational visitation or commercial use.**

**Rationale:**

BLM has been given the authority and direction to manage firearm discharge and reduce threats to public health and safety from multiple sources. The Federal Land Policy and Management Act of 1976 (FLPMA), BLM's enabling legislation, directs "In managing the public lands, the Secretary shall...regulate... the use, occupancy, and development of the public lands... (43 U.S.C. §1732(b))." The same section furthermore directs, with consultation from state fish and game departments, "...the Secretary concerned may designate areas of public land ... where, and establish periods when, no hunting or fishing will be permitted for reasons of public safety, administration, or compliance with provisions of applicable law." Additional direction can be found in the BLM Manual, and the BLM Strategic Plan (USDI-BLM, 2000a). The BLM Manual states one of the goals of the Bureau's visitor service effort will be to: Make every reasonable attempt to provide the visitor with conditions conducive to having a safe, healthy, and rewarding experience (BLM Manual 8300.06(4)(a)(3))." The BLM Strategic Plan directs the agency to "Serve current and future publics by reducing threats to public health and safety, and property."

Unregulated firearm discharge poses a threat to human life when large numbers of people are present. With Central Oregon human populations expected to dramatically