



U.S. Department of the Interior  
Bureau of Land Management

Prineville District Office  
3050 N.E. Third  
Prineville, Oregon 97754

March 1996



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# *Decision Record* **Sutton Mountain Coordinated Resource Management Plan (CRMP)**



As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interest of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

**BLM/OR/WA/PL-96/004+1792**



# United States Department of the Interior

## BUREAU OF LAND MANAGEMENT

PRINEVILLE DISTRICT OFFICE  
P.O. Box 550 (185 E. 4th Street)  
Prineville, Oregon 97754



IN REPLY REFER TO:

Dear Participant:

This document is the Decision Record (DR) for the Sutton Mountain Coordinated Resource Management Plan (CRMP). Thank you for taking the time to review and comment on the Environmental Assessment (EA) for the Sutton Mountain CRMP. The EA and Finding of No Significant Impact (FONSI) was made available on March 20, 1995, for public review and comment. The DR provides management direction to accomplish resource objectives on 63,297 acres of public land. Our intent is to continue with the various resource use activities which are presently occurring in the CRMP area. In addition, we intend to continue the significant improvements to the riparian zones on some very important steelhead streams. Also, vegetation improvements are beginning to occur on some upland areas in poor condition. The Sutton Mountain CRMP provides the management prescriptions that will continue these improvements.

The EA evaluated several management strategies designed to continue the improvements which are occurring on portions of the CRMP area. It sets in place a long range management plan which will restore those areas in poor condition and protect those in good condition. The EA explained the purpose and need for the action, described alternatives, analyzed their effects on the physical, biological and human environment and identified the preferred alternative which is part of the enclosed DR.

In response to public comment and further review by BLM personnel, the DR has been developed to provide greater clarity and consistency, to provide additional information, and to correct errors. A summary of the public comments and responses to these comments can be found in Appendix A of the DR.

I hope that you will find that the DR adequately balances the needs of those people who use the area while preserving and improving the natural resources in the area. I also hope that you will stay involved with the management of the CRMP because this document is meant to be dynamic, with future changes to be recommended as resource conditions change.

Sincerely,

Harry R. Cosgriffe  
Area Manager



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# Decision Record Sutton Mountain Coordinated Resource Management Plan (CRMP)

## Bureau of Land Management Prineville, Oregon, District Office

### I. Introduction

This Decision Record documents the decisions reached by the Bureau of Land Management (BLM) for managing 63,297 acres of public land in the Sutton Mountain Coordinated Resource Management Planning Area within the Central Oregon Resource Area, Prineville District. (See Map A).

Five multiple use management alternatives were analyzed in the Sutton Mountain CRMP - Environmental Assessment (EA, Number OR-054-2-044) by a interdisciplinary team of resource specialists. The alternatives respond to ten (10) issues: noxious weeds, livestock grazing, watershed/vegetation/wildlife habitat management, water rights/agriculture lands, cultural/paleontological, special status species, recreation, minerals, buildings and public land access. The purpose of the proposed alternatives was to present and evaluate options for managing, protecting, and enhancing public resources. The draft CRMP/EA identified Alternative D as the preferred alternative. Management is directed toward protection or enhancement of natural resource values while accommodating commodity production. The alternatives were formulated by the interdisciplinary team from public participation beginning in 1992 including a recent formal public comment scoping period.

The draft CRMP/EA issued in March, 1995 provided for a 45 day public comment period that ended on May 5th, 1995. Some respondents requested additional time and were provided an additional ten (10) days. In response to public comments, Alternative D and the Management Common to All Alternatives were modified to better balance biological, social and economic demands in the CRMP area. The main public comments, and responses to these comments, are summarized in Appendix A. These comments are utilized to supplement rationale for selection and modification of Alternative D and the Management Common to All Alternatives section.

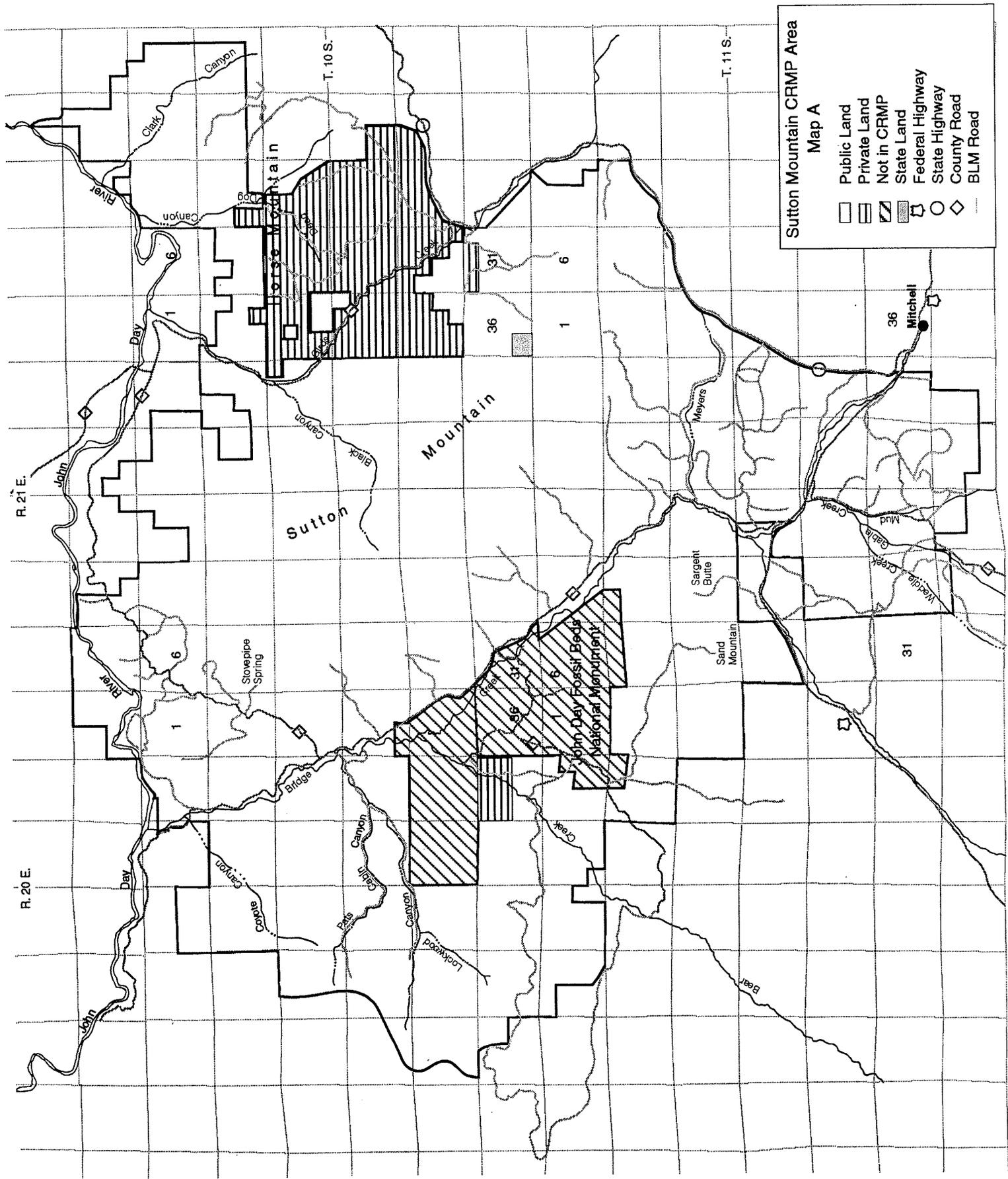
It is important for the reader of this decision to understand how Wilderness Review relates to the rest of the CRMP. The CRMP process reviewed alternative combinations of multiple land uses (eg. recreation, grazing, wildlife, etc.) and their impacts. The local BLM Area Manager is authorized to decide which combination of land uses are the best for the land and the American people in the long-term consistent with management direction provided in the Two Rivers Resource Management Plan (RMP).

Only Congress can decide whether or not an area is designated Wilderness, which is the conclusion of the Wilderness Review Process. The Wilderness Review process requires the following:

1. Inventory This is the identification of lands with Wilderness characteristics.
2. Study Determining whether Wilderness or some other use is the best use of the land.
3. Reporting Wilderness designation recommendations are made through the President to Congress.

The CRMP process and the Inventory portion of the Wilderness Review process were combined in this project. This was done so that lands with Wilderness characteristics, called Wilderness Study Areas (WSAs), could be identified and so that the same public comment periods could be used for both of these closely related issues.

The results of the Wilderness Inventory are that Sutton Mountain and Pats Cabin Roadless Areas are found to possess Wilderness characteristics and are identified as WSAs. (See Map E). Agency procedures require the Study portion of the Wilderness Review process to be conducted in an amendment to the existing Resource Management Plan, which this CRMP does not do. Wilderness designation recommendations are made at the end of the study process.



**Sutton Mountain CRMP Area**  
**Map A**

	Public Land
	Private Land
	Not in CRMP
	State Land
	Federal Highway
	State Highway
	County Road
	BLM Road

The decision is in conformance with applicable federal and state laws regulations and policy including the Taylor Grazing Act (TGA), Federal Land Policy and Management Act (FLPMA), Endangered Species Act (ESA), National Environmental Policy Act (NEPA), 43 Code of Federal Regulations, Two Rivers Resource Management Plan and Environmental Impact Statement, Interim Strategies for Managing Anadromous Fish-Production Watersheds and State of Oregon Water Right laws and regulations.

The goal is to implement this decision over a five year period from the date it becomes final. The actual rate will depend on funding levels and the degree of modifications to the CRMP resulting from monitoring.

## II. Decision

It is my decision to implement the Preferred Alternative (Alternative D) and the Management Common To All Alternatives section as described in the Environmental Assessment (Sutton Mountain Coordinated Resource Management Plan, Number OR-054-2-044), with modifications as described in this decision document. The modifications made to the original EA, and presented as part of this decision, are the result of public review. The rationale for these modifications are described in Part IV, B, Rational For Modifications. This Decision is based on extensive public and staff involvement over the last four years.

My decision is as follows:

### Sutton Mountain Coordinated Resource Management Plan (CRMP)

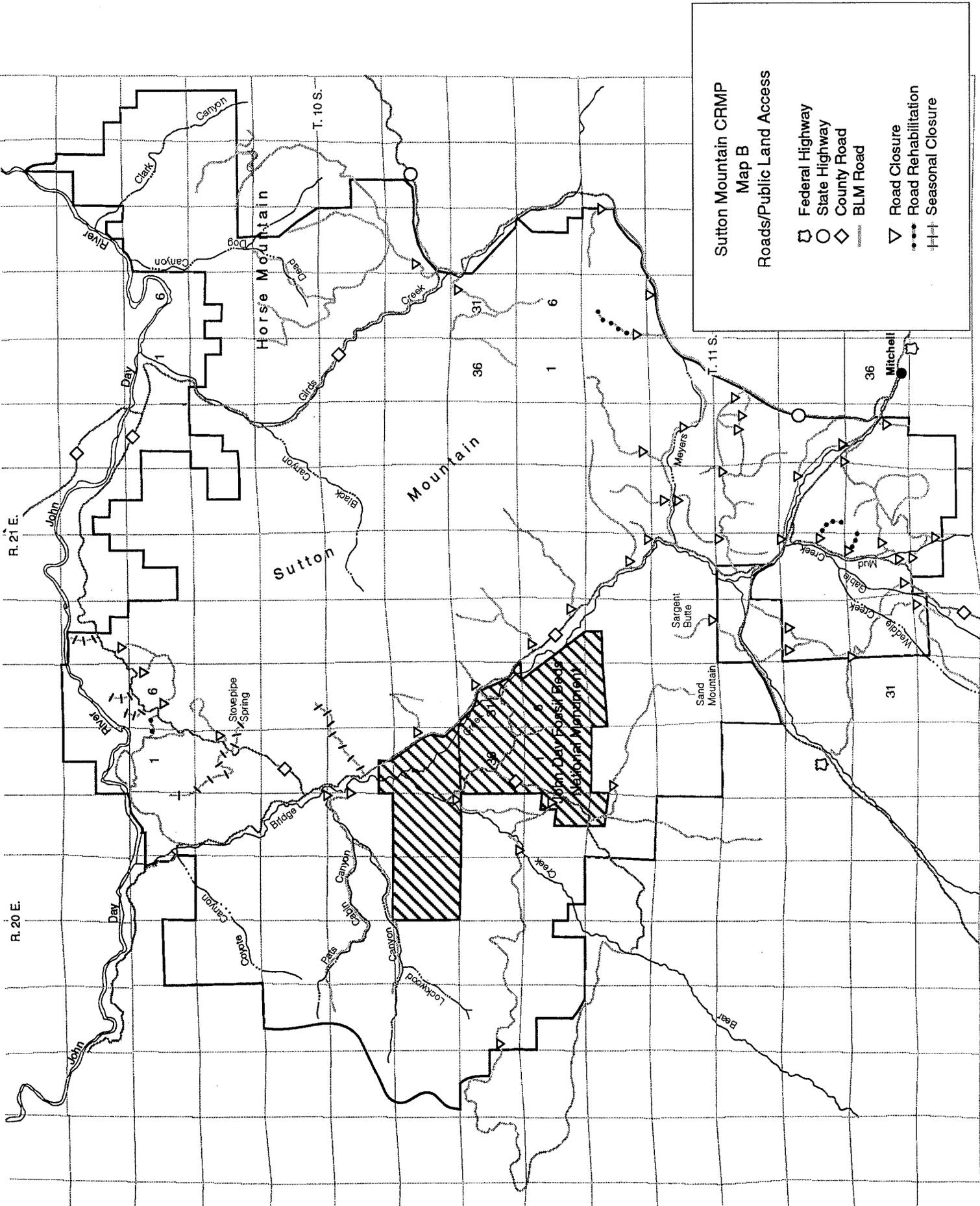
#### A. Access

The Sutton Mountain CRMP area will be closed to all off-road vehicle use except for designated roads and jeep trails. (See Map B). Exception to all vehicle closures will be given to law enforcement, fire suppression, and other emergency personnel while engaged in emergency purposes; BLM employees, lessees or contractors while engaged in official duties as approved by the authorized officer; and any other person whose use of a motorized vehicle is officially approved.

All open roads (except for county roads and Highways 26 and 207) will be signed as "open" by using a green metal dot attached to a post and

all other roads will be considered closed. If road closures are violated repeatedly, they may be closed by means of signing and/or the use of barricades, including locked gates, cables, logs, large rocks, or water bars.

1. Roads Closed to All Access and Rehabilitated  
The following roads will be permanently closed to all forms of access and rehabilitated.
  - a. The old Corral road located in T. 11 S., R. 22 E., Sec. 7, after passing through the crested wheatgrass seeding field (1.2 miles).
  - b. The two short spur roads on the east side of the Gable Creek road. One is located in T. 11 S., R. 21 E., Sec. 28, NE1/4SE1/4 and Sec. 27, SW1/4 and the other in T. 11 S., R. 21 E., Sec. 33, NW1/4 (0.7 miles).
  - c. The Priest Hole short cut located in T. 10 S., R 20 E., Sec., 1 NE1/4 and T. 10 S., R 21 E., Sec 6 NW1/4 (0.3 miles).
2. Road Rehabilitation Methods The above roads will first be treated by using a harrow type implement to loosen one to two inches of soil surface. The native vegetation adjacent to the treatment areas will be duplicated as much as possible by seeding species listed in Table 1. The planting rate will depend on the abundance of adjacent species and the aspect of the slope. The species listed are indigenous to the Northwest. Seed will be planted between September 1 and November 30 using rangeland drills.
3. Seasonally Closed Roads The following roads will be closed to motorized use during wet periods as determined by the authorized officer (expected to occur between November 15 and April 15).
  - a. The road to the John Day River from the Twickenham County road, T. 9 S., R. 21 E., Sec. 32.
  - b. The two short spur roads north of the Twickenham County road and located in T. 9 S., R. 21 E., Sec. 31 and T. 10 S., R. 21 E., Sec. 6, NW1/4.
  - c. The long road leading to a ridge top, T. 10 S., R. 20 E., Sec. 2, SE1.4, and Sec. 12.
  - d. The road to Stovepipe Springs, T. 10 S., R. 21 E., Sec. 7, SW1/4.



**Table 1. Road Rehabilitation - Seed Mixture**

Common Name	Scientific Name	Aspect	Planting Rate
<b>Grasses</b>			
Bluebunch Wheatgrass	Agropyron spicatum	North South	4 lbs/ac 6 lbs/ac
Sand Dropseed	Sporobolus cryptandrus	North South	4 lbs/ac 6 lbs/ac
Idaho Fescue	Festuca idahoensis	North	6 lbs/ac
Basin Wildrye	Elymus cinereus	South	4 lbs/ac
<b>Forbs</b>			
Sulfur Flower	Eriogonum umbellatum	Both	1 lbs/ac
Scarlet Globemallow	Sphaeralcea coccinea	North South	2 lbs/ac 3 lbs/ac
Blue Flax	Linum lewisii	Both	1 lbs/ac
Total Pounds Per Acre -		North South	18 lbs/ac 21 lbs/ac

e. The road to Spring Canyon, T. 10 S., R. 20 E., Sec. 24, and T. 10 S., R. 21 E., Sec. 18, SW1/4, and Sec. 19, NW1/4.

**B. Leasable Minerals**

The mineral estate controlled by the government will remain open for exploration, development and granting of related rights-of-ways. Oil, gas and geothermal leasing will continue with the entire federal reserved mineral estate open to exploration, but subject to standard lease requirements and stipulations with special stipulations applied as needed as described below under Oil, Gas and Geothermal Special Leasing Stipulations. In addition, the following restrictions will be applied in certain sensitive areas with high resource values other than minerals.

1. Visually Sensitive Areas The BLM will require potential surface disturbing activities be placed where natural screening and rehabilitation efforts will assure conformance with Visual Management Class II criteria.

2. Steelhead Spawning and Rearing Streams A "no surface occupancy" (NSO) stipulation will apply to within one quarter mile of Bridge, Bear, Gable & Nelson Creeks. If extraction of the mineral is not considered feasible under these conditions, the area will not be leased for oil and gas or geothermal exploration and development.

3. Oil, Gas and Geothermal Leasing Stipulations

Standard Stipulations:

Standard stipulations are listed in Section 6 of "Offer to Lease and Lease for Oil and Gas" Form 3100-11. They include the following:

Lessee shall conduct operations in a manner that minimizes adverse impacts to the land, air and water, to cultural, biological, visual and other resources, and to other land uses or users.

Prior to disturbing the surface of the leased lands, lessee shall contact BLM to be ap-

prised of procedures to be followed and modifications or reclamation measures that may be necessary. Areas to be disturbed may require inventories or special studies to determine the extent of impacts to other resources.

If, in the conduct of operations, threatened or endangered species, objects of historic scientific interest, or substantial unanticipated environmental effects are observed, lessee shall immediately contact lessor. Lessee shall cease any operations that will result in the destruction of such species or objects until appropriate steps have been taken to protect the site or recover the resources as determined by BLM in consultation with other appropriate agencies.

#### Special Stipulations:

Special stipulations are attached to oil, gas and geothermal leases to provide additional protection for fragile areas or critical resource values. The special stipulations are seasonal restrictions for critical wildlife habitat and no surface occupancy to protect special values or fragile areas. In the case of acquired lands, it is intended to protect the resource values for which the lands were acquired.

#### C. Buildings

The nine cabins and two ranch houses with various outbuildings, will be recorded and evaluated for possible National Register listing before any actions are taken which may affect them. Assignment to one or more of the Cultural Resource Use Categories, listed in Appendix B, will be determined during the evaluation process.

#### D. Cultural and Paleontological Resources

All recorded cultural sites will be evaluated in accordance with Section 106 of the National Historic Preservation Act prior to any proposed actions and recommend assignment to one or more of the Cultural Resource Use Categories. (See Appendix B). Cooperative efforts with other entities to manage selected cultural and paleontological resources will be encouraged.

As money and personnel become available, a Class II (sample) survey strategy will be implemented, in accordance with the Archaeological Resources Protection Act (1979, as amended), to identify and record significant cultural resources.

The area will also be inventoried for significant paleontological resources as money and personnel are available.

#### E. Noxious Weeds

1. Target Weeds Control efforts will be based on the current Wheeler County list of "A" and "B" rated noxious weeds shown below in Tables 2 and 3. Control will not be limited to the species listed on the A and B lists. If a known noxious weed is discovered in the CRMP area, control efforts will be initiated.

"A" Rated Weeds They are defined as a weed of known economic importance which occurs in the state in small enough infestations to make eradication/containment possible; or not known to occur, but its presence in neighboring states make future occurrence seem imminent.

"B" Rated Weeds They are defined as a weed of economic importance which is regionally abundant, but of limited distribution in other counties.

2. Inventory Reports from BLM field personnel and the public will be the primary method of weed identification and location. Also, Ecological Site Inventories (ESI) will provide this information.
3. Control Methods Control methods will be consistent with the guidance provided by the Northwest Area Noxious Weed Control Program Environmental Impact Statement (EIS), Two Rivers Resource Management Plan and the Prineville District Noxious Weed Environmental Assessment.

Methods such as hand-pulling, disking, plowing, mowing, burning and insect introduction will be emphasized and used whenever feasible and practical. However, chemical spray application will be applied as appropriate for noxious weed control in the Sutton Mountain area.

4. Proposed Treatment Areas Existing areas of yellow starthistle infestations are shown on Map C, Noxious Weeds/Yellow Starthistle. These areas will be treated by the methods allowed under this alternative. Some areas on Map C are included in the dryland seeding treatment areas shown on Map I. Those areas of starthistle which are included in a dryland seeding will be treated according to methods proposed under the seeding.

**Table 2. "A" RATED WEEDS**

Bearded creeper	Musk thistle	
Camelthorn	Purple starthistle	
Dyers woad	Rush skeletonweed	
Italian thistle	Squarrose knapweed	
Leafy spurge	Tansy ragwort	
Mediterranean sage	Yellow starthistle	✓

5. Rehabilitation Treated areas will be allowed to reseed naturally, except when the desirable perennial vegetation is less than 30 percent of the live vegetative cover. In this case, the treated area will be seeded to a mixture of native and nonnative grass, forb and shrub species. The kind of species will depend on the type of site and which ones will be best adapted to the site. The application rate and method will be determined by an ID Team at the time a specific project is proposed.

**F. Recreation**

1. Campground Development Campground and Boat launching facilities will be developed at Priest Hole through an independent planning document. All other areas will be open to dispersed camping and recreation use (motorized access will be permitted as described in the access sections). The most heavily used sites will be evaluated for the location of additional designated campgrounds or for permanent closure on a case by case basis. Additional campgrounds will be developed through subse-

quent planning efforts and for the purpose of resource protection. All recreational facilities located within the John Day Wild and Scenic River boundaries will be in compliance with the management plan for this river as well as State Scenic Waterway guidelines.

2. Trails Trails will be developed in the planning area through independent planning documents.

**G. Special Status Species - Plants**

Survey for special status plants will be emphasized with the goal to inventory the entire CRMP area within five years. Conservation of ecosystems containing these species, as well as conservation of the individual species will occur. All known populations will be evaluated to determine existing threats, and livestock grazing and/or recreational activities will be modified, removed or restricted, as necessary, to maintain or enhance these populations. Suitable ecosystems not presently containing special status species will be managed in such a manner as to conserve their value as future habitat. Quantitative monitoring will be established for all such populations and ecosystems subject to commodity use.

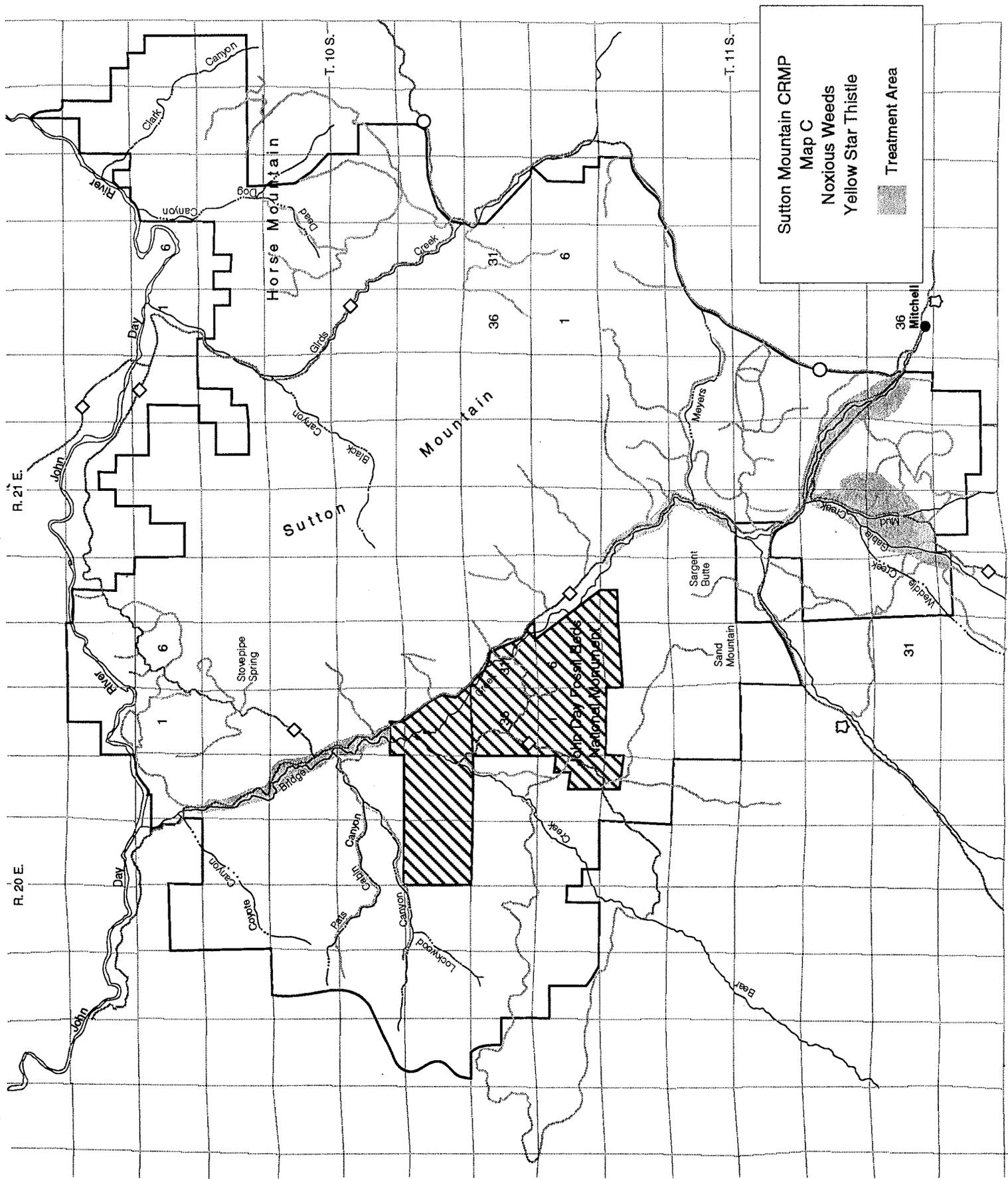
**H. Fish and Wildlife Habitat**

1. Special Status Species - Fish and Animals The BLM will determine the distribution, abundance and current habitat conditions for Special Status Species in two manners. First, an inventory will be completed prior to any project which is expected to alter existing uses of natural or manmade habitats such as buildings. This information will then be used to design that

**Table 3. "B" RATED WEEDS**

Dalmatian toadflax		Kochia	✓
Canada thistle	✓	Medusahead rye	✓
Field bindweed (Morning glory)	✓	Perennial pepperweed	
Jointed goatgrass		Poison hemlock	✓
Klamath weed (St. Johnswort)		Puncture vine	✓
Diffuse knapweed	✓	Scotch thistle	✓
Russian knapweed	✓	Water hemlock	✓
Spotted knapweed	✓	White top	✓

The check mark (✓) indicates species which occur in the CRMP area.



Sutton Mountain CRMP  
 Map C  
 Noxious Weeds  
 Yellow Star Thistle  
 Treatment Area

project. Information on distribution will be collected on specific animals by inventory for those animals and for all species by recording field observations. Over time this information will create a distribution map for each species. A current list of species and definitions of status categories is contained in Appendix C.

2. **Fish and Wildlife** All actions proposed within the CRMP will be analyzed to assess the impacts on wildlife habitat. In most cases this assessment will call for actions that will be made which will promote a trend toward increased diversity in all habitat components. Exceptions may be made in situations where some wildlife species requires a specific set of habitat conditions, but in those situations the associated EA will specify those conditions.

Prior to any physical alterations to the buildings, they will be inventoried for special status species.

#### I. **Areas of Critical Environmental Concern (ACEC)**

Three ACECs are nominated. (See Map D). Two are nominated for their unique scenic values and one for its plant communities. A determination as to the suitability of these areas for ACEC designation must be made in an amendment to the Two Rivers RMP. Management actions will be averted that threaten the values for which these areas are nominated pending completion of the planning amendment.

#### J. **Wilderness Study Areas**

Lands with potential wilderness characteristics have been identified in conjunction with the CRMP process and designated as Wilderness Study Areas (WSAs). Pats Cabin and Sutton Mountain WSAs were the two identified. (See Map E). In addition, Appendix H. gives a detailed description of the wilderness review process.

#### K. **Visual Resource Management (VRM)**

All new management facilities and reconstruction projects will comply with the design standards for the visual management class in which they are located. See Map F for the VRM classifications of the CRMP area.

#### L. **Upland Vegetation Manipulations**

Vegetation on those sites which may have historically burned will be managed with an

emphasis on burning. No more than 20% of any vegetative community type will be manipulated in any five year period.

There will be no restrictions on the kinds of cost effective methods that may be used for vegetation treatments. Areas with more than 40 percent desirable native vegetation present, will be allowed to revegetate naturally. Those areas with less than 40 percent of the species present will be seeded with native species or hybrids of native species.

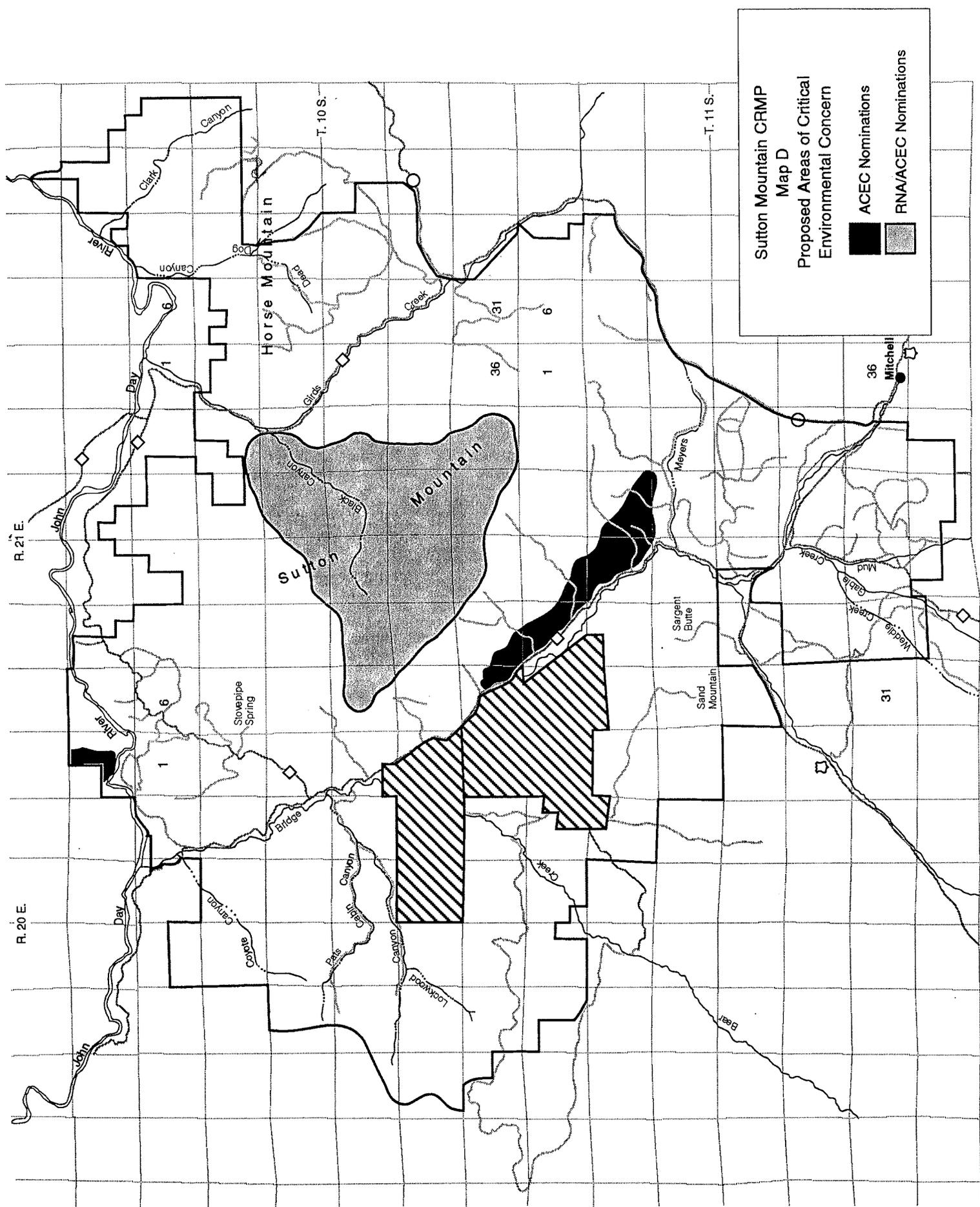
The emphasis will be on those areas which are in early seral condition, with an abundance of annual vegetation and noxious weeds, but having a potential for improvement. Future areas will be identified through the Ecological Site Inventory (ESI) process. The areas identified during the ESI will be analyzed in a separate EA prior to any treatments being performed.

1. **Treatment Areas** Listed in Table 4 are eight areas identified for treatment. (See Map I).
2. **Upland Seeding Method**
  - a. A rangeland drill will be used for planting the seed. All seedings will be done during the fall period (October through December).
  - b. The seed mix and application rate is shown in Table 5.
  - c. Livestock grazing will not be authorized during the first two consecutive growing seasons following the seeding.
3. **Fire Management Plan** A fire management plan will be developed for the CRMP area. An interdisciplinary team, with input from affected interests, will develop the plan.

#### M. **Water Rights and Agricultural Lands**

The 92 Acre, Eighteen Acre, Unsworth, Priest Hole and John Day River agricultural fields will continue to be leased for irrigated crop production. In addition, the Connelly field will be available for irrigated crop production, beginning in 1996. (See Map G).

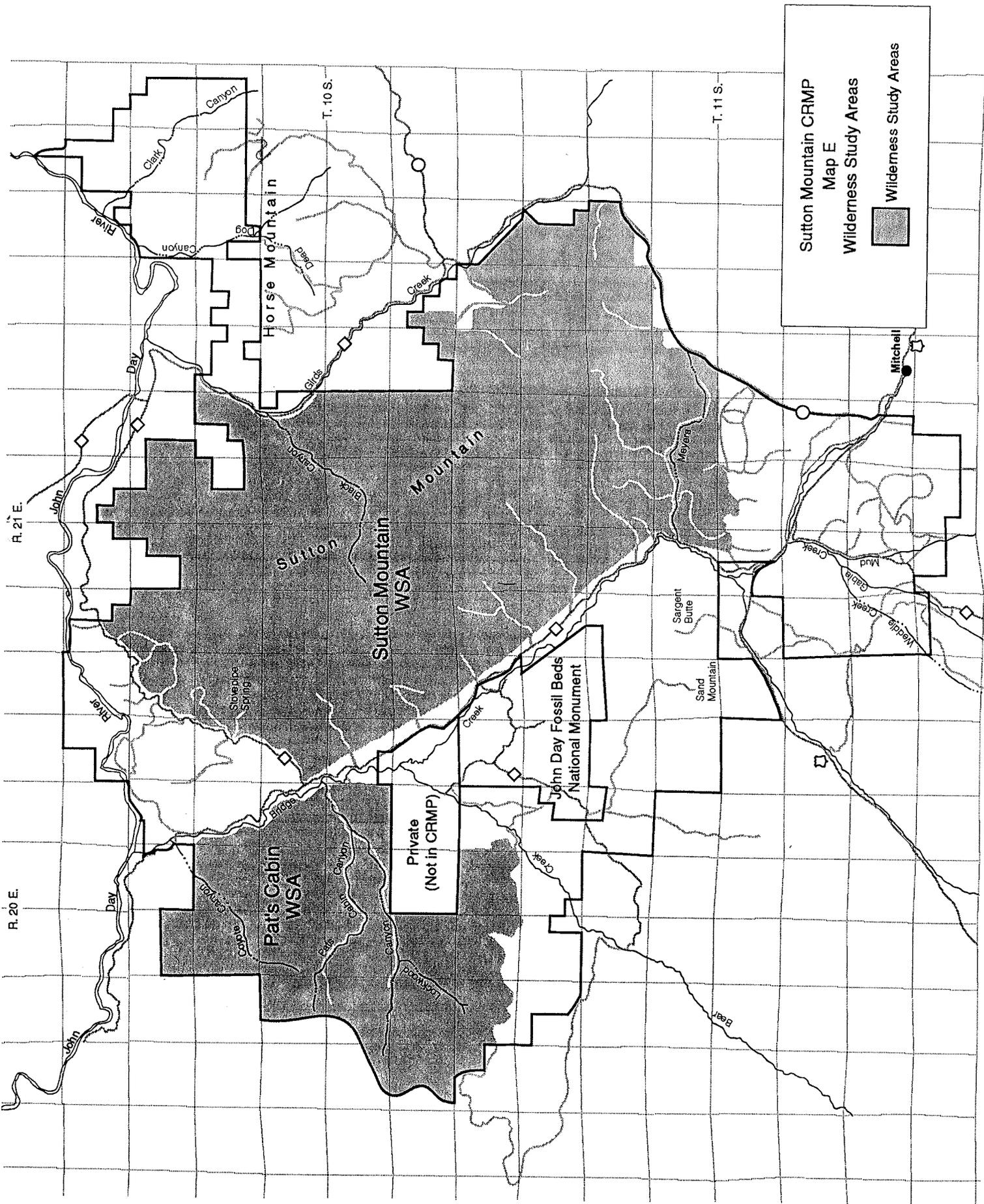
The agricultural fields not leased will be treated to control noxious weed infestations and planted to a perennial vegetation mix as described below. In addition, the unleased agricultural fields could

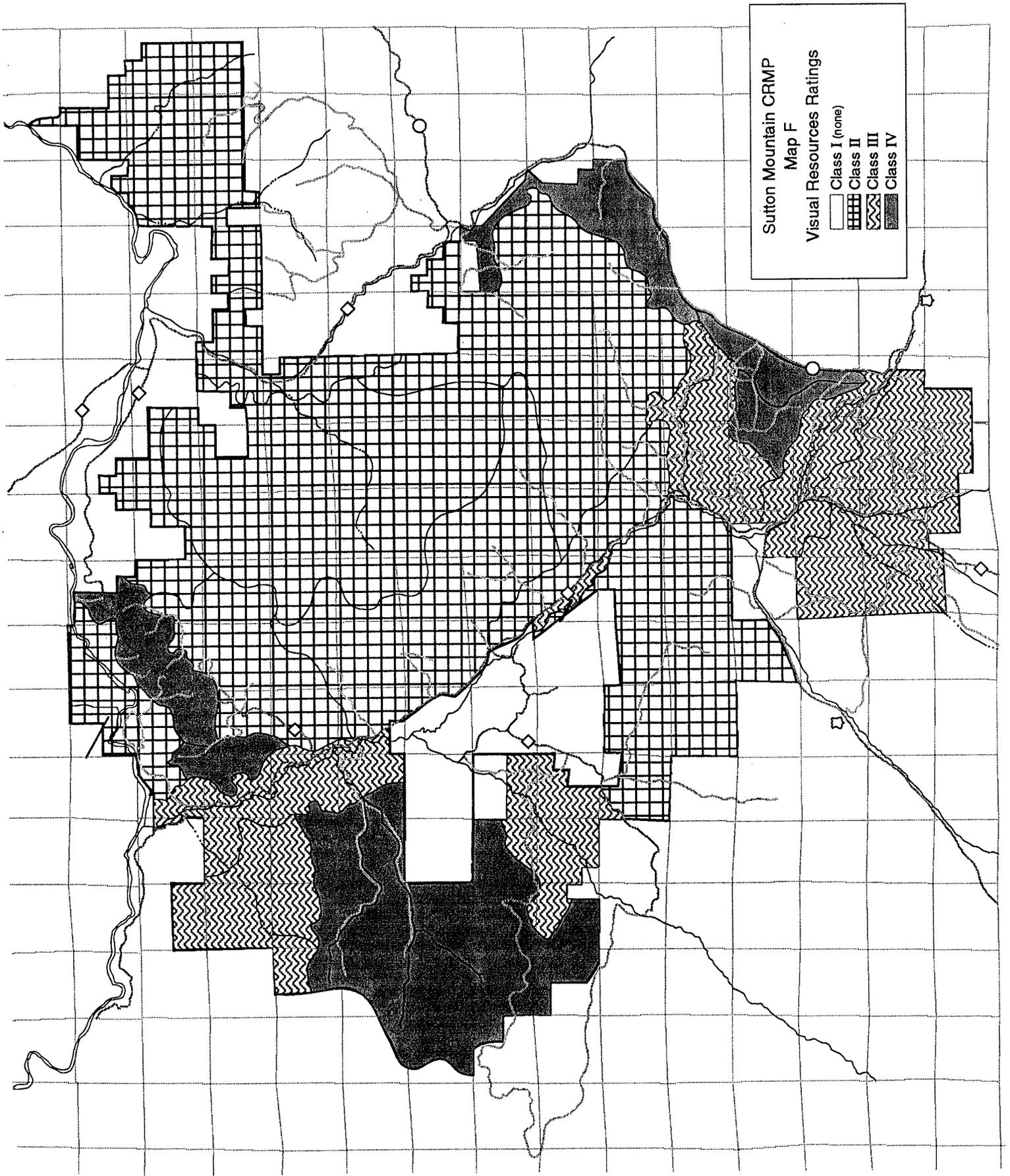


**Sutton Mountain CRMP  
Map D**

**Proposed Areas of Critical  
Environmental Concern**

	ACEC Nominations
	RNA/ACEC Nominations





**Table 4. Upland Treatment Areas**

Area	Number of Acres	Area	Number of Acres
A	650	E	36
B	32	F	48
C	130	G	32
D	20	H	46
<b>TOTAL</b>			<b>994 Acres</b>

**Table 5. Upland Seed Mix and Application Rate**

Common Name	Scientific Name	N/I*	Planting Rate
<b>Grasses</b>			
Bluebunch Wheatgrass	Agropyron spicatum	N	4 lbs/ac
Thickspike Wheatgrass	Agropyron dasystachyum	N	4 lbs/ac
Sand Dropseed	Sporobolus cryptandrus	N	4 lbs/ac
Basin Wildrye	Elymus cinereus	N	3 lbs/ac
<b>Forbs</b>			
White Yarrow	Achillea millefolium	N	1 lbs/ac
Sulfur Flower	Eriogonum umbellatum	N	1 lbs/ac
Munro Globemallow	Sphaeralcea munroana	N	2 lbs/ac
Blue Flax	Linum lewisii	N	1 lbs/ac
<b>Shrub</b>			
Shadscale	Atriplex confertifolia	N	1 lbs/ac
<b>Total Pounds Per Acre</b>			<b>21 lbs/ac</b>

\* N = Native, I = Introduced

be leased to private groups under a cooperative agreement to both control weeds and enhance habitat and food supply for certain wildlife species.

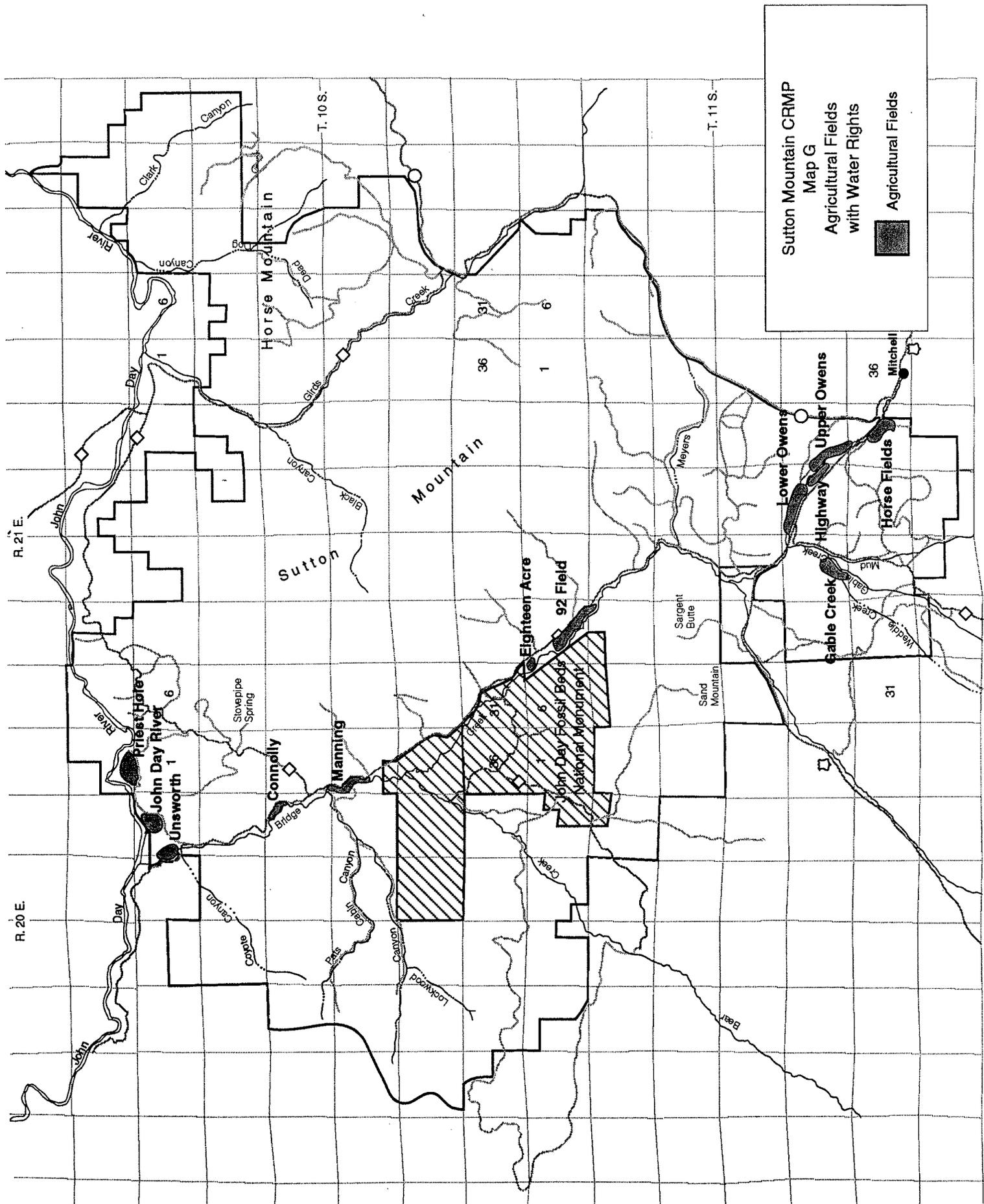
1. Agricultural Lands - Treatment Method

a. The methods for noxious weed control will be in conformance with the Prineville District Integrated Weed Management Environmental Assessment, No. OR-053-3-062, dated 6/16/94. The methods described in this EA will be employed until adequate control of the weeds and residual weed seed is obtained.

b. Any interim seedings, prior to planting the seed mix shown in Table 6, will comply with the irrigation stipulations and the riparian buffer/filter stipulation as described below under sections 3 and 4.

c. Upon completion of any weed treatments, the seed mix shown in Table 6 will be planted during the late summer or fall of the year to establish the perennial stand of vegetation.

d. Livestock grazing will not be authorized during the first two consecutive growing seasons following the seeding.



Sutton Mountain CRMP  
 Map G  
 Agricultural Fields  
 with Water Rights  
 Agricultural Fields

**Table 6. Agricultural Lands - Seeding Mix and Application Rate**

Common Name	Scientific Name	N/I*	Planting Rate
<b>Grasses</b>			
Bluebunch Wheatgrass	Agropyron spicatum	N	4 lbs/ac
Streambank Wheatgrass	Agropyron riparium	N	2 lbs/ac
Thickspike Wheatgrass	Agropyron dasystachyum	N	4 lbs/ac
Sand Dropseed	Sporobolus cryptandrus	N	4 lbs/ac
Big Bluegrass	Poa ampla	N	2 lbs/ac
Basin Wildrye	Elymus cinereus	N	3 lbs/ac
<b>Forbs</b>			
White Yarrow	Achillea millefolium	N	1 lbs/ac
Sulfur Flower	Eriogonum umbellatum	N	1 lbs/ac
Munro Globemallow	Sphaeralcea munroana	N	2 lbs/ac
Blue Flax	Linum lewisii	N	1 lbs/ac
<b>Shrubs</b>			
Shadscale	Atriplex confertifolia	N	1 lbs/ac
Basin Big Sagebrush	Artemisia tridentata tridentata	N	1/4 lbs/ac
<b>Total Pounds Per Acre</b>			<b>251/4 lbs/ac</b>

\* N = Native, I = Introduced

**Table 7. Agricultural Fields with Water Rights**

Field Name	Stream Name	Flow (Cu. Ft./Sec.) (CFS)
Connelly	Bridge Creek	0.51
92 Pasture <sup>1</sup>	Bridge Creek	1.91
Unsworth	Bridge Creek	0.61
Manning	Bridge Creek	1.43
Owens Fields <sup>2</sup>	Bridge Creek	3.13
Gable Creek	Gable Creek	0.28
<b>TOTALS</b>		<b>7.87</b>
Priest Hole	John Day River	1.2
John Day River	John Day River	0.6
<b>TOTALS</b>		<b>1.8</b>

<sup>1</sup>Includes the 92 Acre and 18 Acre Fields which are currently under lease and a seven acre part which is fenced separately and not leased.

<sup>2</sup>This includes Upper and Lower Owens Fields, Highway Field and the Horse Fields.

2. Change-of-Use A change-of-use, to an instream use, will be completed on each unused water right which is appurtenant to one of the agricultural fields listed in Table 7. The Manning, Owens and Gable Creek fields will be changed prior to the 1996 irrigation season.
3. Water Rights The validity of all water rights, held by the BLM, will be maintained. Table 7 shows the water rights which are attached to individual agricultural fields.
4. Irrigation Stipulations The agricultural fields, leased for agricultural use, will have the following water use stipulation as part of any Special Use Permits. The stipulations will help meet minimum instream flows developed by ODF&W. Future stipulation changes in c.f.s. levels will occur if monitoring indicates a different level is appropriate.

**Bridge Creek Water Use Stipulation:**

When the flow falls to 15 c.f.s., all agricultural lessees, on BLM fields, will be notified that irrigation will be terminated if and when the flow reaches 10 c.f.s. Flow measurements will be taken at the Oregon Water Resources Department gauging station located on the lower portion of Bridge Creek.

The John Day River and Priest Hole Fields, located along the John Day River, will have the following water use stipulation as part of any Special Use Permits that may be issued for the purpose of raising crops.

**John Day River Water Use Stipulation:**

When the discharge falls to 500 cfs, all agricultural lessees on the two BLM fields, will be notified that irrigation will be terminated if and when discharge drops below 390 cfs. Discharge measurements will be taken at the US Geological Survey gauging station located along the John Day River at Service Creek. The BLM will be affected by the water use stipulation relative to the implementation of the Native Hardwood Supplementation Project (Reference EA OR-054-5-4). The project currently includes the operation of a stool bed for generation of cottonwood seedings. (Also, refer to Part IV.B.5.e.)

- 5. Riparian Buffer/Filter Strip Stipulation Filter strips will be maintained between all agricultural fields and active flood plains. The Consolidated Farm Service Agency, Agriculture Conservation Program Manual, 49 WP-7 Riparian Buffer Strips (3/22/94) will be used to determine the width of the strips; however, the minimum width will be 14 feet beginning from the upper edge of the terrace/cutbank, outside of the active flood plain. This will be subject to the appropriate noxious weed control treatments which may include tilling to establish desirable vegetation.
- 6. Grazing Stipulation All livestock grazing treatments of the leased agricultural fields will be specified in the Special Use Permit. All grazing treatments will be closely monitored.

**N. Livestock Grazing**

1. Special Use Areas

a. Manning Enclosure

The area is approximately 38 acres and fenced separately from the Sutton Mountain Allotment.

(See Map H). The enclosure contains 0.3 miles of Bridge Creek at the southern boundary of the allotment. Livestock grazing will be excluded from the enclosure indefinitely.

b. Lower Owens Pasture

It contains 35 acres in the Circle Bar Allotment and 0.8 miles of Bridge Creek which runs through the middle of the pasture. (See Map H). Approximately 28 acres were plowed and seeded to a perennial grass mix in 1990. Livestock grazing may be authorized as appropriate to meet resource objectives. Grazing will be in conformance to growth sustainability and utilization standards for key riparian and upland plant species.

c. Girds Creek Riparian Pasture

The area contains 1,035 acres of public land and 2.2 miles of Girds Creek. (See Map H). Presently the area is not completely enclosed so any livestock using it can move from the pasture to private land along the John Day River near Twickenham. Portions of four grazing allotments are contained in the pasture along with 58 acres of unallotted public land. Also, the Wheeler County Road Department moves gravels and cobbles from the creek channel to along side the road for protection of the roadbed.

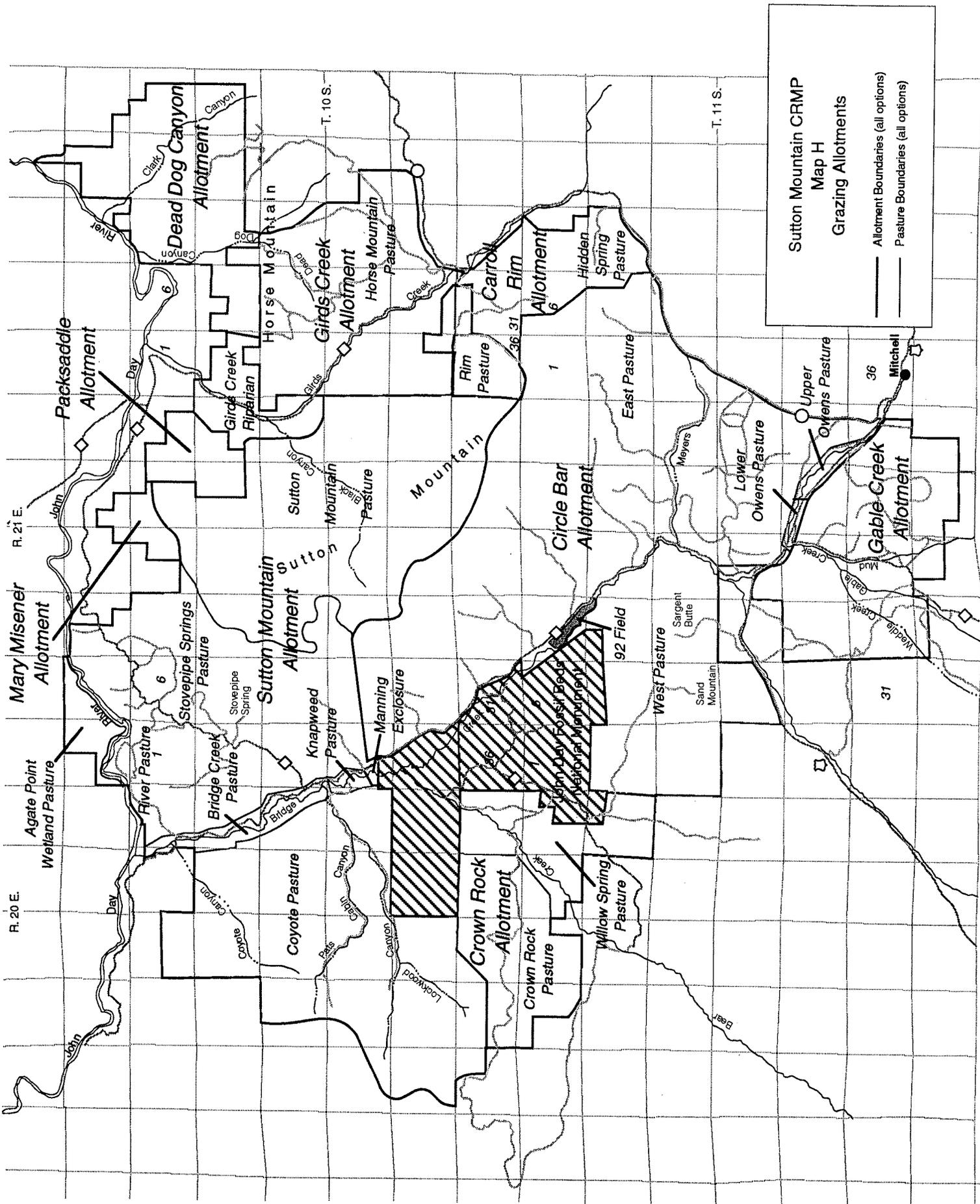
This pasture will be part of the Girds Creek Allotment and livestock grazing will be excluded pending a return to an approved proper functioning condition. An effort will be made to work with the county road department to protect the road while eliminating the present disruption to the creek channel. Also, the Girds Creek and Ice Fall Fences will be constructed in order to control livestock.

d. Agate Point Pasture

The area contains 547 acres, located on the north side of the John Day River for 1.4 miles, and is part of the Sutton Mountain Allotment. (See Map H). It has areas along the river which may have been historic wetlands. Livestock grazing will be excluded until the wetland area is in an approved proper functioning condition.

2. Allotment Categorization

The grazing allotments in the CRMP area will be placed in the categories shown in Table 8. The Selective Management Categories are described in Appendix D.



**Table 8. Allotment Categorizations**

Allotment	Category
Carroll Rim	
Circle Bar	
Crown Rock	
Dead Dog Canyon	
Gable Creek	
Girds Creek	
Mary Misener	
Packsaddle Mountain	M
Sutton Mountain	

3. Allotment Grazing Capacities and Boundaries

The public land livestock grazing capacities and number of acres are summarized below in Table 9. Future use levels and adjustments will be based on monitoring and subsequent allotment evaluations. The allotment and pasture boundary locations are shown on Map H.

4. Grazing Systems

For the grazing stipulations which require a process for assessing proper functioning condition will be based on the publication, Riparian Area Management, TR 1737-9, 1993, subject to

**Table 9. Public Land Acres and Allowable AUMs**

Allotment	Pasture	Public Land Acres	Public Land AUMs	
Carroll Rim	Hidden Spring	1,909	64	
	Rim	663	37	
	<b>Totals</b>	<b>2,572</b>	<b>101</b>	
Circle Bar	West	4,656	240	
	East	14,825	397	
	Owens Fields	227	0	
	<b>Totals</b>	<b>19,708</b>	<b>637</b>	
Crown Rock	Bear Creek Riparian	249	0	
	Crown Rock	2,463	55	
	Willow Springs	1,529	50	
	<b>Totals</b>	<b>4,241</b>	<b>105</b>	
Dead Dog Canyon	<b>Totals</b>	<b>3,906</b>	<b>243</b>	
	<b>Totals</b>	<b>5,025</b>	<b>210</b>	
Gable Creek	Girds Creek Riparian	1,035	0	
	Horse Mountain	572	61	
	<b>Totals</b>	<b>1,607</b>	<b>61</b>	
	<b>Totals</b>	<b>593</b>	<b>33</b>	
Girds Creek	<b>Totals</b>	<b>330</b>	<b>20</b>	
	Coyote Canyon	8,364	271	
Mary Misener	Stovepipe Springs	7,463	218	
	Sutton Mountain	8,620	0	
	Bridge Creek Riparian	297	0	
	Manning Exclosure	24	0	
	Agate Point	547	0	
	<b>Totals</b>	<b>25,315</b>	<b>489</b>	
	Packsaddle Mountain			
Sutton Mountain				
<b>CRMP TOTALS (Sutton Mountain - Cattle Option)</b>		<b>63,297</b>	<b>1,899</b>	

modifications as appropriate.

1. **Carroll Rim Allotment, 02590**

Kind of Livestock: Cattle

Season of Use: March 1 to June 1

Grazing System: Rest rotation as shown in Table 10.

2. **Circle Bar Allotment, 02531**

a. Cattle/Sheep Option

Kind of Livestock: Cattle and Sheep

Season of Use: Cattle, November 1 to April 1  
Sheep, April 1 to May 30

Grazing System: Half the total AUMs (318) may be authorized for cattle use and half for sheep use or all the AUMs may be used for cattle use. The maximum number of AUMs allowed during the spring period will be 318, but all the AUMs may be authorized during the fall/winter period.

Grazing Stipulations - Cattle:

(1) Livestock within approximately one-half mile of Bridge Creek or Meyers Canyon will be herded as needed to establish a pattern of grazing which is out of the riparian zones.

(2) Utilization of riparian vegetation along Bridge Creek, by livestock, will be no greater than an average use level of 20% during the winter season. The allowable average use during April and May will be no greater than 30%. If a higher average use level continues, grazing may be terminated for the remainder of the use period.

Grazing Stipulations - Sheep: The stipulations listed below, under the Sheep Option, will be adhered to while sheep use is occurring.

b. Sheep Option

Kind of Livestock: Sheep

Season of Use: April 1 to May 30  
October 15 to December 31

Grazing System: There will be two use areas - the west and east sides of Bridge Creek. Half the AUMs (318) could be used during the spring and half (319) during the fall/winter, or the entire 637 AUMs in the fall/winter.

Grazing Stipulations:

(1) Sheep will be herded while using public land.

(2) Locations for sheep camps and sheep bedding areas will be determined prior to any grazing use.

(3) Utilization of riparian vegetation along Bridge Creek, by livestock, will be no greater than an average use level of 20% during the winter season. The allowable average use during April and May will be no greater than 30%. If a higher average use level continues, grazing may be terminated for the remainder of the use period. No use will be allowed in the bottom of Meyers Canyon.

(4) Grazing use by sheep, on bitterbrush, will be no greater than 10% of the current years growth in the following locations: T.11S., R.22E., Secs. 5 W1/4SW1/4, 6, 7 and 8 W1/2W1/2; and T.11S., R. 21E., Secs. 11 SE1/4, 12, 13, 14, 23 N1/2 and 24 NW1/4NW1/4.

(5) Grazing or trailing sheep will be avoided across rocky scabby soils and exposed clay slopes with little vegetation. These soils are extremely erosive (Very gravelly and very shaly loams - Donning and Venator Soil Series).

3. **Crown Rock Allotment, 02609**

Kind of Livestock: Cattle

Season of Use: April 15 to May 30  
October 15 to December 15

Grazing System: A two pasture deferred system as shown in Table 11.

**Table 10. Carroll Rim Allotment - Grazing Schedule**

Pasture	Year One	Year Two
Hidden Spring	4/1 - 4/30	
Rim		4/15 - 4/30

**Table 11. Crown Rock Allotment - Grazing Schedule**

Pasture	Year One		Year Two	
	Spring	Fall	Spring	Fall
Willow Creek	4/15 - 5/1	10/15 - 12/15	5/2 - 5/30	10/15 - 12/15
Crown Rock	5/2 - 5/30		4/15 - 5/1	

Grazing Stipulation: The Bear Creek Riparian Pasture will be excluded from livestock grazing pending a return to an approved proper functioning condition.

4. **Dead Dog Canyon, 02537**

Kind of Livestock: Cattle

Season of Use: Nonuse for three consecutive years (1996, 1997 and 1998) pending inventory of the biological attributes and determination of the carrying capacity and best management practices.

Grazing System: Nonuse.

5. **Gable Creek Allotment, 02516**

a. Cattle Option

Kind of Livestock: Cattle

Season of Use: November 1 to December 30

Grazing System: One pasture, fall/winter use every other year.

Grazing Stipulations:

- (1) Livestock will be herded as needed to establish a pattern of grazing which is out of the riparian zone. Heavy concentrations of cattle found within approximately one-half mile of Gable, Mud, Weddle, and Nelson Creeks will be herded to higher areas to establish a pattern of grazing away from riparian zones.
- (2) Utilization of riparian vegetation along Gable, Mud, Weddle, and Nelson

Creeks, by livestock, will be no greater than an average use level of 20% during the winter season. The allowable average use during April and May will be no greater than 30%. If a higher average use level continues, grazing may be terminated for the remainder of the use period.

b. Sheep Option

Kind of Livestock: Sheep

Season of Use: March 15 to May 1

Grazing System: One pasture, spring use only.

Grazing Stipulations:

- (1) Sheep will be herded while using public land.
- (2) Locations for sheep camps and sheep bedding areas will be determined prior to any grazing use.
- (3) Grazing or trailing sheep will be avoided across rocky scabby soils and exposed clay slopes with little vegetation. These soils are extremely erosive (Very gravelly and very shaly loams - Donning and Venator Soil Series).
- (4) Grazing in the Weddle Creek drainage will be avoided pending a return to an approved proper functioning condition.
- (5) Livestock watering will be limited to developed springs. Watering from Gable, Mud and Nelson Creeks will be done only when absolutely necessary.

(6) Utilization of riparian vegetation along Gable, Mud and Nelson Creeks, by livestock, will be no greater than an average use level of 20% during the winter season. The allowable average use during April and May will be no greater than 30%. If a higher average use level continues, grazing may be terminated for the remainder of the use period.

6. ***Girds Creek Allotment, 02561***

Kind of Livestock: Cattle

Season of Use: April 1 to June 30

Grazing System: No established system. The Horse Mountain Pasture will be managed as a "scattered tract" area because less than ten percent of the allotment consists of public land.

Grazing Stipulation: No livestock grazing will be authorized in the Girds Creek Riparian Pasture pending approved proper functioning condition of Girds Creek.

7. ***Mary Misener Allotment, 02592***

The Chapman Springs Pasture will be combined with the Sutton Mountain Allotment. The lessee will be authorized 43 AUMs of active use in the Sutton Mountain Allotment. The following use will continue in the remaining portion of the allotment.

Kind of Livestock: Cattle

Season of Use: April 1 to May 15

Grazing System: One pasture spring use only.

8. ***Packsaddle Mountain Allotment, 02659***

Kind of Livestock: Cattle

Season of Use: March 15 to May 1

Grazing System: Two consecutive years of use and one year of rest.

9. ***Sutton Mountain Allotment, 02533***

Under options a. and b. below, the Sutton Mountain Pasture will be rested for three

additional years beginning on January 1, 1996, to allow for riparian area recovery (The pasture was rested in 1994 and 1995). The riparian and upland vegetation will be extensively monitored during the period. At the end of the five year rest period (1998), an evaluation, with a decision, will be made to either continue the rest for a set number of additional years or allow grazing. If the decision is made to allow grazing, an initial carry capacity (in AUMs) and a grazing system will be established before authorizing use.

The Chapman Springs Pasture, in the Mary Misener Allotment, will be combined with the Sutton Mountain Allotment. The lessee will be authorized 43 AUMs of active use in the Sutton Mountain Allotment.

a. ***Cattle Option***

Kind of Livestock: Cattle

Season of Use: April 1 to December 31

Grazing System: A two pasture deferred rotation system, as shown in Table 12, will be used during 1996, 1997 and 1998.

Grazing Stipulations:

- (1) The Sutton Mountain Pasture will be rested during 1996, 1997 and 1998.
- (2) The Bridge Creek Riparian will be excluded from grazing pending a return to approved proper functioning condition.
- (3) Future utilization of riparian vegetation in the Bridge Creek Pasture, by livestock, will be no greater than an average use level of 20% during the winter season. The allowable average use during April and May will be no greater than 30%. If a higher average use level continues, grazing may be terminated for the remainder of the use period.
- (4) The Agate Point Pasture will be a wetland restoration area and grazing will be authorized pending the return to an approved proper functioning condition.
- (5) The Manning Exclosure will be permanently excluded from grazing.

**Table 12. Sutton Mountain Allotment - Grazing Schedule Cattle Option**

Pasture	Year One		Year Two	
	Spring	Fall	Spring	Fall
Coyote Canyon	4/1 - 5/1			10/15 - 12/15
Stovepipe Springs		10/15 - 12/15	4/1 - 4/30	

b. Sheep/Cattle Option

Kind of Livestock: Sheep/Cattle

Season of Use: April 1 to May 30  
October 15 to December 31

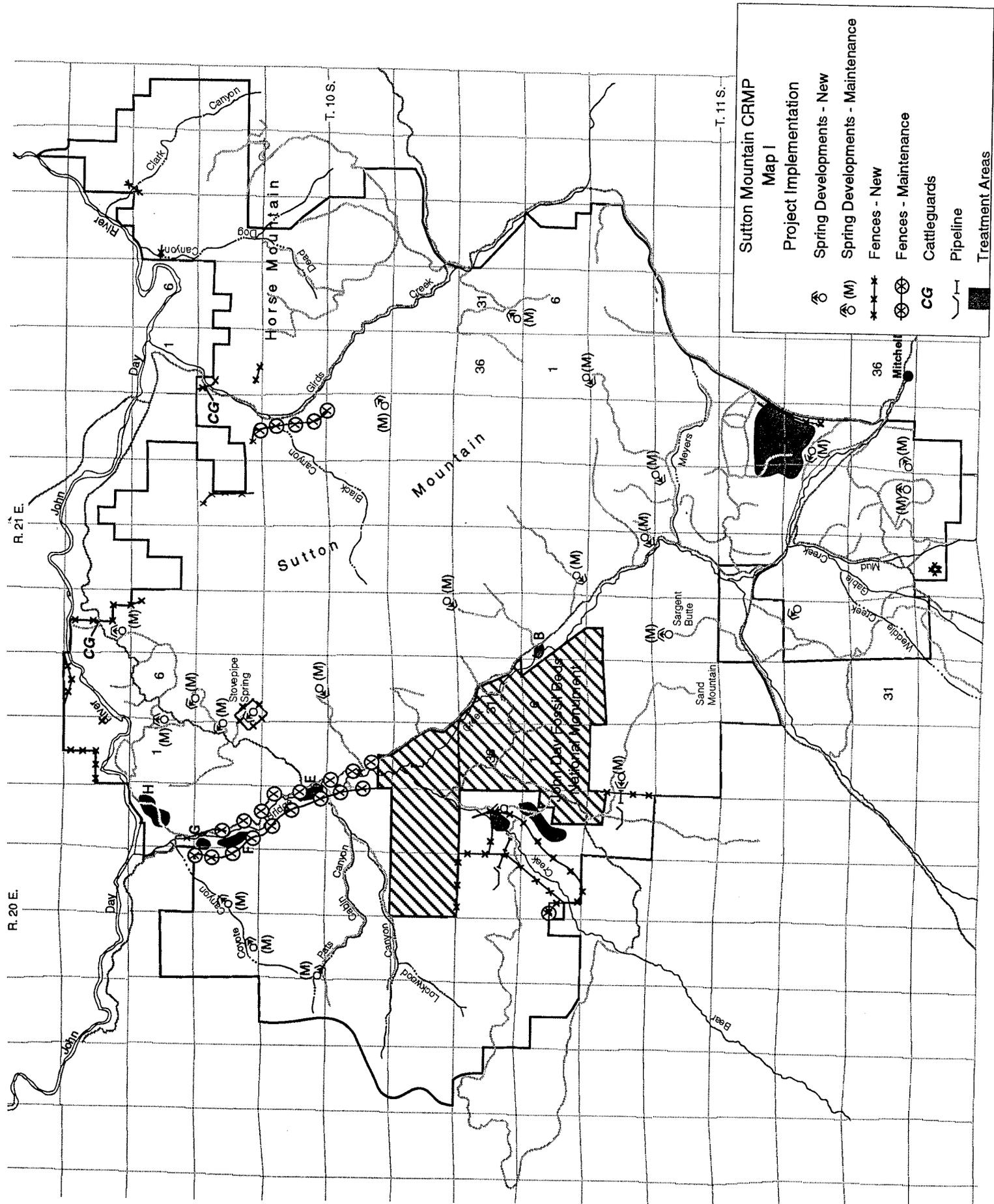
Grazing System: A modified deferred system, as shown in Table 13. No more than three-quarters of the total authorized AUMs will be authorized in any one season.

Grazing Stipulations:

- (1) The Sutton Mountain Pasture will be rested during 1996, 1997 and 1998.
- (2) Sheep will be herded while using public land.
- (3) Locations for sheep camps and sheep bedding areas will be determined prior to any grazing use.
- (4) The Bridge Creek Riparian Pasture will not be authorized for grazing pending a return to approved proper functioning condition.
- (5) Future utilization of riparian vegetation in the Bridge Creek Pasture, by livestock, will be no greater than an average use level of 20% during the winter season. The allowable average use during April and May will be no greater than 30%. If a higher average use level continues, grazing may be terminated for the remainder of the use period.
- (6) The Agate Point Pasture will be a wetland restoration area and grazing will be authorized pending a return to an approved proper functioning condition.
- (7) The Manning Enclosure will be permanently excluded from grazing.

**Table 13. Sutton Mountain Allotment - Grazing Schedule Sheep/Cattle Option**

Pasture	Year One		Year Two	
	Spring	Fall	Spring	Fall
Coyote Canyon	Sheep 4/1 - 5/1	Cattle 10/15 - 11/4 Sheep 11/5 - 12/15	Cattle 4/24 - 5/15	Sheep 10/15 - 11/4
Stovepipe Springs	Cattle 4/24 - 5/15	Sheep 10/15 - 11/4	Sheep 4/1 - 4/21	Cattle 10/15 - 11/4 Sheep 11/4 - 12/15



**Sutton Mountain CRMP**  
**Map I**

**Project Implementation**

- Spring Developments - New
- Spring Developments - Maintenance
- Fences - New
- Fences - Maintenance
- Cattleguards
- Pipeline
- Treatment Areas

## O. Projects

The projects necessary to implement the CRMP are summarized in Table 14. A complete listing and description of each project is contained in Appendix E, also, see Map I for the locations.

The specific construction standards that will be used for each project are described in Appendix F.

Access to project locations will be on existing roads and ways. Outside of the proposed WSA boundaries, vehicles may be driven cross-country on slopes less than eight percent. On slopes greater than eight percent and within the proposed WSA boundaries, materials will be transported by hand, pack animals, helicopter or a combination of these methods.

## P. Monitoring

Monitoring is designed to measure the trend towards or away from identified objectives, standards and/or guidelines. In most cases the time frame needed to reach an objective is impossible to precisely predict as a multitude of environmental conditions, management practices and unforeseen events determine the rate of recovery, but the trend towards that objective can be determined.

Extensive monitoring is occurring throughout the Sutton Mountain CRMP area. When monitoring indicates objectives are not being met or are being exceeded then adjustments to the uses contributing to those results will be considered. Decisions on appropriate adjustments for re-

source purposes will be considered in conjunction with the social and economic impacts of making those changes. The following gives an indication of resource trend during that interim management period.

Cover board studies designed to measure the trend in total deciduous riparian shrub cover indicate substantial increases of willows on Bridge Creek from 1989 through 1995. The cover board study established in the Circle Bar allotment has shown an increase from 5.4% to 64.7% total cover, or a 1300% increase. Similarly, two cover board studies in the Sutton Mountain allotment show increases from 13.1% to 49.7% (380%) and 28.7% to 92.8% (320%), respectively. In addition, a review of over 130 photopoints on Bridge Creek and tributaries indicates that riparian vegetation has increased greatly in lateral extent, density, and diversity while the width to depth ratio of the channel has decreased and stream banks have healed substantially.

Observations indicate that upland areas have responded as well. A juniper removal and seeding of primarily native species in Mud Creek has resulted in greatly increased ground cover. In Mud Creek, the amount of basal cover of perennial grasses increased from 0.3% to 6.3% on one study site and from 1.15% to 6.05% on another. These indicate an increase in over 600% cover for perennial grasses. In addition, in many other areas reduced grazing pressure on sand dropseed in summer has allowed that perennial bunchgrass to replace cheatgrass as the dominant grass species on many droughty hillsides and floodplain terraces.

The current and future study techniques for the CRMP area are described in Appendix G. The established studies will continue to be used for monitoring and evaluation purposes and the future ones will be deployed when possible. As new monitoring techniques become available, they may be employed in the CRMP area.

## Q. Evaluation and CRMP Modification

Annual meetings will be conducted to evaluate the progress of the CRMP. The meetings will involve the Lower John Day GeoTeam and any interested persons. A complete written evaluation will be completed every five years after the date the CRMP becomes effective.

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**Table 14. Project Summary**

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<b>Project Type</b>	<b>Units</b>
Fences - New	15.4 Miles
Fences - Reconstruction	5.3 Miles
Fences - Relocation	0.6 Miles
Cattleguards - 16' width	1
Cattleguards - 22' width	1
Springs - New	4
Springs - Reconstruction	19
Hydroram	1

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Modifications to the CRMP will be based on monitoring data, inventories, and any special studies. Also, any changes with individual ranch operations will be considered. Changes to the CRMP will be reached through coordination with the Lower John Day GeoTeam and the affected interests.

### III. Alternatives

This Decision Record (DR) is based on an EA which considered five alternatives and several management actions which would have been implemented regardless of the alternative selected. Alternative D and the Management Common to All Alternatives, with some modifications, was selected.

The Management Common to All Alternatives section enumerated certain management actions which are being used on an interim basis and need to be implemented permanently. The most significant actions covered access, noxious weeds, irrigation controls, riparian buffer stipulation, grazing management on certain pastures, project construction standards and the monitoring/evaluation/CRMP modification process. The access section authorized exceptions to road closures. The noxious weed portion focused on which species will be controlled and identified some yellow starthistle infestations. The irrigation controls set flow levels on Bridge Creek and the John Day River, at which, irrigation on the public agricultural fields will terminate. The buffer strip size, between streams and crop land, was increased in the DR from the original ten feet. Specific grazing management was prescribed for four pastures which have important anadromous fish concerns. The standard BLM specifications for spring developments, fences and cattleguards were listed. The process for determining progress towards the goals and objectives was explained.

Alternative A contained the fewest restrictions and the highest grazing levels of all the alternatives. There were few restrictions regarding access except that vehicle travel was restricted to existing roads and jeep trails. This alternative identified the largest number of acres for vegetation manipulations and irrigated crop production. Also, it listed some introduced plant species for the seedings. It had the highest level of project implementation depending on the grazing option. The all cattle option needed almost 26 miles of new fence construction and six miles of recon-

struction. Also, eleven new springs were needed along with the reconstruction of 21.

Alternative B was more restrictive than A, but less than the other alternatives. There were seasonal restrictions put on vehicle use for certain roads and the total acres targeted for vegetation manipulations was reduced. The level of AUM use was only slightly reduced from Alternative A (about 200 AUMs). The number of projects was the same as Alternative A except for new fence construction which was reduced to 18.6 miles.

Alternative C is the existing situation. The access portion had a large number of closed roads and no seasonal closures. There were no vegetation manipulations planned, but the control of noxious weeds would continue depending on the level of funding. The level of livestock grazing was only 100 AUMs less than Alternative B, but the control of cattle was very limited because of the lack of proposed projects. Moderately high levels of cattle grazing have occurred along Bridge Creek in the Sutton Mountain Allotment and Bear Creek in the Crown Rock Allotment due to inadequate fencing. There was no project development planned for this alternative.

Alternative E strongly emphasized the natural values by proposing no livestock grazing. All authorized livestock grazing on public lands was to be eliminated. Several parts of this alternative are the same as Alternative D; however, the noxious weeds section was quite different because it eliminated the use of all chemicals. In addition, none of the agricultural lands were to be leased for crop production. Only 5.2 miles of fencing and two cattleguards were proposed as projects.

### IV. Rational for Selection and Modifications

#### A. Rational For Selection

The purpose of the CRMP is to establish a long-term management plan on 63,297 acres of public land containing a variety of highly valuable natural resources. Each of the alternatives and the management common to all section were developed to comply with current laws, regulations and policies. In deciding which set of management actions to implement, the key factor was the ability of the actions to deal with the

issues identified in the EA (pp. 5 - 12). In addition, other factors were how well the alternatives would obtain the goals and objectives (EA, pp. 13 - 15), and how well the various needs of the affected interests could be met. This last factor was particularly difficult because the participating affected interests had very divergent wants as to which management actions should be implemented.

Alternative D and the Management Common To All Alternatives section, with the modifications as enumerated in part B below, contained the best balance of management actions to satisfy the issues, meet the goals and objectives within a reasonable time frame and compromise the desires of some affected interests, all at a moderate cost. Those people responding to the EA favored this grouping of management actions with a few exceptions.

Alternative A contained levels of livestock use which may inhibit some of the rapid watershed improvements that have been occurring, such as, in the canyon areas on Sutton Mountain and on Bridge, Gable and Bear Creeks. The lack of restricted access would encourage a larger amount of off road travel which may increase erosion. This alternative would also be the most expensive due to the large number of fence and spring development projects.

Alternative B would be closer to satisfying all the criteria the Decision is based on, except the livestock grazing level may still compromise some future watershed improvement gains.

Alternative C would allow heavy cattle use to occur on parts of Bridge and Bear Creeks where stream and riparian improvements are needed most. The grazing level on top of Sutton Mountain of 642 AUMs, year after year at the same time, may be detrimental to those drainage. This alternative does not contain the most important livestock control features that are needed for stream improvements.

Alternative E would create a very negative impact on the Wheeler County economy by eliminating the commodity uses of livestock grazing and leased crop production. There was some strong public opposition to this alternative.

## **B. Rational For Modifications**

The following are the modifications, pursuant to public review, that were made to the Manage-

ment Common to All Alternatives and the Preferred Alternative (Alternative D) sections in the Decision. These modifications will not result in changes in the impact analysis unless otherwise noted in the rationale.

### **1. Access**

- a. Wording of the Management Common to All Alternatives section and Alternative D was slightly modified to clarify the closure of areas and roads to vehicle use.

*Rationale* The original wording was unclear as to what was closed and what was open to vehicle use. The new wording should emphasize and better describe the idea that areas and specific roads are closed to vehicle use.

- b. The access road to Sargent Butte in T.11S., R.21E., Sec. 17 (0.6 miles) will be closed to motorized vehicles, but will not be rehabilitated.

*Rationale* It may be necessary to access the building on top of Sargent Butte for administrative purposes.

- c. The old logging road in T.11S., R.21E., Secs. 21, 22, 23 and 24 will remain open year-round instead of being closed during winter months.

*Rationale* This road is used year-round by local communities.

- d. The upper section of the Spring Canyon jeep trail located T.11S., R.21E., Sec 18, SW1/4 and Sec. 19, NW1/4 (0.3 miles) will remain open instead of being rehabilitated.

*Rationale* The end of the Spring Canyon jeep trail is used frequently by the public as an established camping and turn-around area.

### **2. Noxious Weeds**

Reference in the Management Common To All section to the 92 Acre Field and an ongoing treatment was dropped.

*Rationale* The 92 Acre Field is currently managed under an agricultural lease and new plans are being formulated to treat the heavy concentration of noxious weeds. This

plan is subject to the Northwest Area Noxious Weed Control Program EIS and Prineville District Noxious Weed EA Decision Records.

3. Visual Resource Management (VRM)

The proposal, in the Preferred Alternative, to bury 2.5 miles of the power line along the east side of the Bridge Creek County Road, was dropped.

*Rationale* Columbia Power Cooperative Association has a policy against burying this type of power line due to the difficulty, cost and past premature failure problems. Allowing the powerline to remain on the surface will continue the existing situation as described in Alternative C.

4. Upland Vegetation Manipulations

The decision was made to develop a fire management plan for the CRMP area.

*Rationale* Concerns were voiced from the public that a fire management plan be part of the CRMP. It is not reasonable to develop such a plan at this late date in the CRMP process. A fire management plan over such a large area and involving so many resource values will require time and coordination. It seems more reasonable to do a separate plan once the CRMP is established.

5. Water Rights and Agricultural Lands

- a. The Unsworth field, which is currently under an agricultural lease, was left out of Alternative D (the Preferred Alternative) by mistake. The Connelly field is presently unleased.

This Decision contains the option to continue leasing the Unsworth Field and makes available the Connelly Field for agricultural leasing with the attached water rights.

*Rationale* There was public concern from Wheeler County that a disproportionate share of the productive agricultural fields, with water rights, were not being made available for lease. It was felt that this will be an adverse economic impact. The agricultural use of the Unsworth and Connelly fields will aid in the control of knapweed, yellow starthistle and puncture vine. Also, there will be a positive economic return to the county.

- b. Reference to the Native Hardwoods Supplementation Project was dropped.

*Rationale* This project was completed. (Reference EA Number OR-054-5-4).

- c. A reference to leasing unleased agricultural fields to private groups for both weed control and the enhancement of food sources for wildlife species was added.

*Rationale* This will increase the level of public participation to improve parts of the CRMP area by controlling weeds and providing additional food for some wildlife species. This action will reduce the BLM's expense of controlling weeds.

- d. The interim treatment methods for weeds on the unleased agricultural lands was modified so all treatments will be in conformance with the Prineville District Integrated Weed Management Environmental Assessment, No. OR-053-3-062, dated 6/16/94.

*Rationale* The Integrated Weed Management EA will allow more flexibility in controlling weed infestations, particularly where there are high levels of residual seeds in the soil. The original methodology may not be thorough enough for some infestations that have been there for several years and have built up a large volume of seed.

- e. The previous water use stipulation for the Priest Hole and John Day River Fields was modified to be consistent with ODFW recommendations. It was reduced from 500 cfs to 390 cfs.

*Rationale* The recommended optimum flow for fish life, as determined by an ODFW Oregon Method survey, is 500 cfs. The recommended minimum flow, as determined by the same method, is 390 cfs. Both the optimal and minimal flow recommendations apply to the John Day River below the North Fork of the John Day River confluence.

The cottonwood plantation on the Priest Hole Field requires irrigation during June, July, August, and September. The probability of the BLM being able to irrigate under the revised stipulation is greater than 95% in June, 50% in July, and less than 10% in August and September. To maintain the project, a water storage method will be

developed to facilitate late season irrigation. Prior to the water use stipulation revision, probability of the BLM being able to irrigate in June, July, August, and September, was 90%, 30%, less than 5%, and less than 5%, respectively.<sup>1</sup> The stipulation modification will not adversely affect the ability to utilize the fields for agricultural production.

- f. The riparian buffer or filter strip was changed from 10 feet to a minimum of 14 feet with increases based on the Consolidated Farm Service Agency, Agriculture Conservation Program Manual, 49 WP-7 Riparian Buffer Strips (3/22/94).

*Rationale* There were several concerns, both within and outside the BLM, that the proposed ten foot buffer strip will not be adequate. The new standard will protect streams from possible heavy sediment movements from adjacent crop lands. The sediment movements from crop lands adjacent to streams will be greatly reduced if not completely eliminated.

- g. A requirement that a livestock grazing stipulation be part of any Special Use Permits for leasing agricultural lands was added. It will require the development of a grazing management plan for each agricultural lease where grazing will occur.

*Rationale* To prevent excessive livestock use on agricultural lands next to important steelhead streams. This will reduce excessive erosion, soil compaction and possible deterioration of the riparian zones.

## 5. Livestock Grazing

- a. The grazing stipulation regarding the use of riparian vegetation in the Circle Bar, Gable Creek and Sutton Mountain Allotments was changed from "... no greater than 20% at any one location." to "... no greater than an average use level of 20% during the winter season." and "... no greater than an average use level of 30% during April and May."

*Rationale* The wording of "... at any one location." will be too restrictive and unfair because utilization greater than 20% will most likely occur at some point even under low stocking levels, but the majority of the riparian vegetation may be well under 20%. The average use of 20% during the dormant months and 30% during the early part of the growing season will allow reasonable flexibility. The riparian woody vegetation is expected to improve at a rapid rate with this utilization level.

- b. The five years of rest from livestock grazing, recommended in Alternative D for the Sutton Mountain Pasture of the Sutton Mountain Allotment, was changed to three years of rest. The rest period will begin on January 1, 1996 and end on December 31, 1998.

*Rationale* The Sutton Mountain Pasture of the Sutton Mountain Allotment received complete rest during 1994 and 1995. In addition, during 1993 cattle only used 17 AUMs in the north half of this pasture from May 3 to May 16. This limited amount of use for a short time period had almost no visible impact on the vegetation. The pasture has received two years of rest prior to 1996 and will receive three additional years. The desired improvement to the riparian vegetation on Sutton Mountain should be obtained during the five years of complete rest from livestock grazing.

- c. The daily herding stipulation of cattle in the Circle Bar and Gable Creek Allotments was changed to herding on an as-needed basis.

*Rationale* Daily herding will be too costly and unnecessary. With adequate feed and salt in the uplands, cattle will generally graze away from the riparian areas and with an initial herding effort the cattle will be conditioned to use the uplands without the daily efforts.

- d. The authorized fall sheep grazing period, in Table 31 of the Sutton Mountain CRMP/EA, is in error. The EA showed grazing from 10/15 to 11/4 in one pasture and 11/26 to 12/15 in a second pasture. The grazing schedule should have been continuous and without the break. The corrected dates are shown in Table 13 of the DR.

<sup>1</sup>These percentages are based on information provided from Moffatt, Wellman and Gordon, 1990, Open-File Report 90-118, Statistical Summaries of Streamflow Data in Oregon: Volume 1 — Monthly and Annual Streamflow, and Flow-Duration Values, 413 pages.

*Rationale* The original break in the schedule from 11/5 to 11/26 is not necessary and would be an unnecessary hardship on the lessee to move the sheep back to private land for 22 days. The majority of the fall grazing occurs after November 1, when the vegetation is normally dormant. Any active plant growth, in the fall, generally occurs in late September and October provided there is sufficient soil moisture. Moderate fall grazing during dormancy has no adverse effect on the majority of the vegetation.

- e. The flexibility of grazing cattle during the fall was added to the Sheep/Cattle Option, of the Sutton Mountain Allotment. It allows cattle grazing in one of the two fall use pastures.

*Rationale* During 1995 a lessee acquired AUMs in the Sutton Mountain Allotment on permanent basis. In the past, he has grazed in this allotment based on a base property lease. The addition of fall cattle grazing, affords additional flexibility to the lessees without adverse impacts to the environment.

## V. Modifications to the Environmental Assessment

The following additions are made to the Sutton Mountain Coordinated Resource Management Plan Environmental assessment, EA Number OR-054-2-044. The social and economic analysis are being added as a result of public review. Several comments were received that felt these two areas were not addressed in the EA and should be covered.

### A. Social Analysis

#### 1. Early History

Eastern Oregon has been occupied by humans for at least 12,000 years. Native Americans who dominated this area varied as different tribes fought for territorial control. Prior to European occupation, this area was primarily used and occupied by the Tenino and/or Northern Paiute Tribes. Other tribes, including the Umatilla and Wasco, also used the area. Sutton Mt. was and remains an important area for Native American fishing, hunting, plant gathering and religious purposes.

Early European exploration of eastern Oregon, including the Sutton Mt. area, began in the

1820's as a consequence of fur trapping. Soon after, in the 1840's, western settlement began in earnest. However, eastern Oregon was largely bypassed by these early settlers who preferred the more fertile lands of the Willamette Valley. The US Army even officially prohibited settlement east of the Cascades for a brief period in the 1850's, due to conflicts between settlers and Native Americans. Homesteads in Eastern Oregon began to appear with more frequency in the 1860's. Many failed but many others evolved into ranches where grazing of sheep and cattle became the predominant agricultural and economic use of the land. Peak grazing occurred between 1890 and 1910. Overgrazing and the often violent conflicts between ranchers led to the decline in grazing. Federal regulations to manage grazing on federal land were then imposed. Farming often replaced grazing as the number one economic use of the land in most of Eastern Oregon. However, cattle raising remains the number one income producer for Wheeler Co. which includes the Sutton Mt. area.

The human population of the Sutton Mt. area has always been sparse. Wheeler County, with a 1992 total population of 1,500, is one of the least populated counties in Oregon. And the Sutton Mt. area is one of the least populated portions of Wheeler County. Mitchell, with a population of 150, is the only town near Sutton Mt. The community of Twickenham, on the northern portion of Sutton Mt., was also once a town but little is left of the original town site. Twickenham is now a name given to a community of widely scattered farms along the John Day River. The total population of the Sutton Mt. area totals about 300 to 400 people, including the communities of Mitchell and Twickenham and the dispersed farms and ranches of the area.

#### 2. Recent History

The land ownership pattern of the Sutton Mt. area has changed dramatically in the last 10 years. Before the 1980's, much of Sutton Mt. was privately owned with BLM administered lands scattered in irregular patterns throughout the area. After a massive land exchange, much of the area became continuous or "blocked" public land managed by the BLM. While the actual numbers of visitors has not been determined, first hand knowledge of residents and BLM people working in the area leave no doubt that increased public use of this area has far exceeded expectations. This significant increase is due primarily to the creation of new large continuous blocks of public

land. Other factors have contributed to a lesser degree. One additional factor is that general use of BLM lands is rapidly expanding everywhere. Another is that use of the nearby Painted Hills Unit of the John Day Fossil Beds National Monument is expanding at an even greater rate, exposing even more people to the Sutton Mt. area. Last year visits to the Unit totaled over 35,000 which is a 16% increase over the previous year. And use of the John Day River for boating and fishing has been increasing more rapidly than other nearby rivers. This is probably because of the often extremely crowded conditions and increased regulation on the Deschutes River which makes the less used and less regulated John Day River more attractive. This greatly increased public use has resulted in an important change in the daily lives of residents of the area.

### 3. Today

Local government and longtime residents see the CRMP as a major shift in natural resource management policy from commodity production to non-commodity oriented activities. The local community feels its culture, life style and economic stability is being threatened. Due to the small population base and isolated nature of Wheeler County, it is very vulnerable to external forces. The County is heavily dependent upon natural resource production to employ its residents and provide the tax base to operate local government. It lacks the social diversity and economic capital to make rapid shifts, or adjustments. Increased visitor use is placing a heavy financial burden on local government for maintaining roads and law enforcement. At this time, recreation use is viewed as a cost because visitors generally pass through and contribute very little to the local economy.

Residents seldom encountered visitors until recently. Today encountering visitors is common throughout the year. The most visitation occurs during hunting season during the fall. All informal dispersed campsites are occupied and vehicles, camps, and people can be seen throughout the area. Residents who previously felt no need to lock their doors, now complain of trespass and vandalism. Residents also now find themselves frequently assisting visitors with directions and rescuing stranded motorists.

Most of the new visitors to the area seem to be from Central Oregon. The cities of Bend, Redmond, Madras and Prineville are major

contributors of people who use this area. And more people from Portland, the Willamette Valley and other population centers in Oregon are encountered. Public information such as maps and signing is still lacking, adding to the confusion and potential conflicts with residents.

Residents of the Sutton Mt. area remain friendly and helpful to visitors. But they are understandably dismayed at the rapidly eroding privacy they have enjoyed in the past. They are also concerned that the increased visibility of the area will lead to more restrictions on cattle grazing, vehicle access and other activities they have enjoyed in the past.

While the residents of the area are unhappy about the rapidly increased use, thousands of non residents have discovered what they feel is a wonderful new outdoor playground near one of the states most rapidly growing population centers. These new visitors are very enthusiastic about the area and are obviously receiving great satisfaction from recreating in an area that provides many different kinds of outdoor recreation opportunities. Thousands more will discover and derive much enjoyment from this area in the near future.

Present day Native Americans use the area for the traditional uses of hunting, fishing, and plant gathering. But more detailed information on the nature and extent of present day use by Native Americans is unknown.

### 4. Social Impacts

The following is a discussion of the impacts to the social conditions of implementing the various alternatives. The key elements effecting social conditions are the increased visitation of the area, condition of natural values, and continuation of traditional land uses. These factors not only effect each other but then also effect economics and lifestyles of residents and visitors.

#### a. Management Common to All Alternatives

BLM has proposed to improve information to visitors of the area. This includes providing updated maps and improved directional signing in all alternatives except for Alternative C, Continuing the Existing Situation. Providing additional visitor information will enhance visitor experience and reduce their conflicts with residents. This action will also cause use to increase at a slightly higher rate

than if the information was not provided. Additional information will cause the public to be more aware of the extent of public land and will also enhance recreation experiences by showing more areas and opportunities. This, in turn, causes more frequent return visits and increased recommendation of the area to friends.

b. **Alternative C, Continuing The Existing Situation**

Implementation of this alternative would have the most impact on social values of any alternative presented. This alternative would allow the extremely rapid growth to continue in an unmanaged and uncontrolled manner. This would be the most disruptive to the social situation of both residents and visitors. More visitors would be frustrated with the lack of information about the area and conflicts between residents and visitors would increase.

c. **Alternatives A, B, D and E**

Impacts to social conditions would have only slight variation between these alternatives. This is because the key elements effecting social conditions (visitation, natural values, and traditional land uses) are not significantly altered by any of them.

There is nothing proposed in any alternative that is seen as a significant influence on the rapid rate with which visitation is growing. For example, there are no areas closed, no proposed use limits, and no proposals to increase public awareness of the area. There is slight variation between these alternatives in how visitors would be managed, however.

Protecting and enhancing natural values directly enhances the experience of the thousands of visitors to the area, as well as enhancing the daily lives of local residents. Natural values are protected and enhanced in each alternative. The rate of enhancement varies slightly by alternative.

Alternative D alters traditional land use levels and further allocates available resources to emerging non-commodity demands and critical resource concerns (anadromous fish). Alternative E adversely impacts traditional commodity uses as it eliminates or severely

restricts existing commodity uses.

5. **Summary**

The social conditions of the Sutton Mt. Area is changing rapidly for visitors and residents alike. Maintaining the existing social conditions would undoubtedly be preferred by everyone, but it is clearly not possible due primarily to the rapid increase in public use of the area. Alternative C, Continuing the Existing Situation, would be the most disruptive to the social conditions because it would allow continued unmanaged visitation. This means that while social conditions are rapidly changing due to increased visitation, there is little variation in impacts to social conditions between the alternatives, except for Alternative C and E.

**B. Economic Analysis - Cost/Benefit Analysis**

This analysis will display the direct economic cost and benefit of implementing each of the alternatives contained in the Sutton Mountain CRMP and compare that with the overall environmental impacts of each alternative. It is not intended, however, to be an extensive comparison of economic costs and benefits in relation to all other potential uses of the lands. That type of comparison can be accomplished by reviewing the economic assessment for each alternative and then comparing it with the predicted environmental costs and benefits to each resource which is contained in the Environmental Impacts section of the EA. It is assumed for this analysis that if management of the public lands are improving the overall ecological conditions, the resource uses occurring on those lands are benefitted. As for example, if livestock grazing is managed such that riparian and upland vegetation is improving (i.e., increasing in cover and diversity) it is assumed that recreational use of the area will be benefitted. It is not assumed that the mere presence of livestock will have a negative impact on recreational use of the area since that is subjective judgement made by each individual visitor to the area.

This comparison is also not intended to predict the overall effects of each alternative on the economic conditions of the town of Mitchell, Oregon, Wheeler County or the State of Oregon. That type of analysis is beyond the scope of this document since many other factors need to be assessed to derive that type of comparison,

many of which are outside of the boundaries of this CRMP. However, in the case of livestock and agricultural levels of use it is a fair assumption that those levels directly effect the economic conditions of Mitchell and Wheeler County and so will be compared by alternative. This is supported by the Regional Economic Profile produced by the State of Oregon (1993) which identifies livestock, farming and logging as the primary industries within Wheeler County, with over two-thirds of all farm sales coming from livestock production.

The cost/benefit calculations were made with these conventions:

1. Livestock management structures: Costs are calculated from all projects listed in Tables 14, 18, 32, and 33, and are amortized over a 50 year period.  
  
Note: in Alternatives A, B and D there are cattle and cattle/sheep options. Total dollar costs and Cost/Benefit (C/B) ratios are shown for each option in those alternatives.
2. Upland treatments were from Tables 5 and 24 of the EA. Costs for these projects were figured using \$20/acre as the average.
3. Agricultural field costs and benefits are based on acreage made available for leasing by alternative. It is assumed for this comparison that all acreage offered for leasing will be leased. Upland and agricultural field treatments are amortized over a 20 year period.
4. Agricultural fields not leased will require noxious weed treatments. Costs are estimated at \$150/ac. due to multiple treatments necessary for weed control and are amortized over a 20 year period.
5. Road rehabilitation is amortized over a 20 year period. Cost is based on \$1,000/mile.
6. Benefits for agricultural lands are calculated from Wheeler county valuation figures for 1995. Benefits are based on grain production only, at \$67.50/acre.
7. Animal Unit Months (AUMs) were calculated based on Wheeler County valuations. This is intended to show the relative value to the local economy of this commodity. Use of AUM rates charged by the BLM for this calculation would increase the cost/benefit ratio, but the relative comparison between alternatives would remain the same.
8. Cost/Benefit ratios were calculated by dividing the total cost of improvement by the economic benefit for each alternative. A ratio of .10 indicates that for every ten (\$10) dollars of investment there will be \$100 of benefit. Cost/Benefit (C/B) ratios do not include the existing administrative, monitoring or other annual costs normally occurring on all BLM lands. The C/B ratio only compares the costs and benefits associated with implementing the different alternatives.

<u>Alternative</u>	<u>Management Actions</u>	<u>Cost/yr (\$)</u>	<u>Benefit/yr (\$)</u>
<b>Alt. A</b>			
	1. Cattle management structures (total cost of \$169,650)	3393	
	or		
	Sheep/cattle management structures (total cost of \$130,500)	2610	
	2. Upland treatment, 2102 ac.	2102	
	3. AUM's: 3658		39325
	4. Agricultural lease, 415 ac.		28000.
<b>Total Alt. A:</b>			
-With Cattle option		<u>5498</u>	<u>67325</u>
-C/B ratio: .08			
-With Cattle/sheep option -		<u>4712</u>	<u>67325</u>
C/B ratio: .07			
<hr/>			
<b>Alt. B</b>			
	1. Cattle management structures (total cost of \$134,100)	2682	
	or		
	Cattle/sheep management structures (total cost of \$94,500)	1890	
	2. Upland treatments, 2102 ac.	2102	
	3. AUM's: 3267		35120
	4. Agricultural land weed control, 105 ac.	790	
	5. Agricultural leases, 310 ac.		21000
<b>Total Alt. B:</b>			
-With cattle option		<u>5574</u>	<u>56120</u>
C/B ratio: .10			
-With cattle/sheep option		<u>4782</u>	<u>56120</u>
C/B ratio: .09			

<b>Alt. C</b>			
	Agricultural land weed control, 235 ac. AUM's: 3166	1762	34034
	Agricultural leases, 180 ac.		12150
<b>Total Alt. C:</b>		<u>1762</u>	<u>46184</u>

C/B ratio: .04

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<b>Alt. D</b>			
	1. Cattle management structures (total cost \$102,750) or	2055	
	Cattle/sheep management structures (total cost \$91,100)	1822	
	2. Upland treatment, 994 ac.	994	
	3. Agricultural field weed control, 105 ac.	790	
	4. Road rehabilitation, 3.1 miles	155	
	5. AUM's: 1914		20575
	6. Agricultural leases, 310 ac.		21000

<b>Total Alt. D:</b>			
-With cattle option			
C/B ratio: .10		<u>3944</u>	<u>41575</u>
-With cattle/sheep option		<u>3711</u>	<u>41575</u>
C/B ratio: .09			

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<b>Alt. E</b>			
	Management structures (total cost \$34,100)	682	
	Agricultural field weed control, 415 ac.	3112	
	Road rehabilitation, 3.1 miles	155	
<b>Total Alt. E:</b>		<u>3949</u>	<u>0</u>

No C/B ratio.

## Summary

A comparison of the alternatives shows Alt. A with the highest BLM investment cost and Alt. C with the lowest. Alternative C also has the lowest cost/benefit ratio while A, B and D are about equal. While Alt. A and B have higher C/B ratios than C they also have higher total benefits. This economic gain, however, is achieved by slowing down the rate of improvement in upland ecological conditions. In some cases, depending on actual livestock use patterns, trends may actually end up being static or downward. Alternative D also has a higher C/B ratio than C, but in this case both investments and economic benefits are lower than Alt. A or B. As opposed to Alt. A, B and C, however, it is expected that ecological conditions will improve more rapidly due to reduced levels of use by livestock and agriculture. This would however, have a more negative economic impact on the local economy when compared to A, B or C since the levels of commodity use are lower.

The net result is that as you compare alternatives the best investment ratio and apparent middle ground comes with Alt. C. Alternatives A and B would increase economic returns but will slow recovery of the resources to unacceptable levels due to increased commodity use levels. Alternative D on the other hand will speed up resource recovery, but a cost to the local economy.

Alternative E has no ratio to compare since no direct economic gain can be predicted for the associated management proposed in that alternative. While some resources would be expected to benefit from the removal of commodity uses, the actual economic effects are unpredictable. However, given the Regional Economic Report's findings discussed earlier, economic benefits would be expected to be minimal.

## **VI. ADMINISTRATIVE REVIEW**

Parties may protest and appeal for administrative review in accordance with the following procedures.

### **A. Review Procedure For Access, Leasable Minerals, Buildings, Cultural and Paleontological, Noxious Weeds, Recreation, Special Status Plants, Wildlife Habitat, Wilderness Study Areas, Visual Resource Management, Upland Vegetation Manipulations, Water Rights and Agricultural Lands, and Monitoring**

Decisions specified in the above sections of this document constitute my final decision and may

be appealed to the Interior Board of Land Appeals, Office of the Secretary, in accordance with the regulations contained in 43 CFR, Part 4 and the enclosed Form 1842-1. If an appeal is taken, your notice of appeal must be filed in this office (at the above address) within 30 days from receipt of this decision. The appellant has the burden of showing that the decision appealed from is in error. Any request for stay of this decision in accordance with 43 CFR 4.21 must be filed with your appeal.

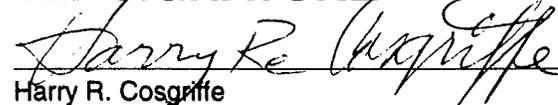
### **B. Review Procedure For Livestock Grazing, Allotment Categorization and New Range Improvements**

Decisions specified in the above sections of this document constitute my proposed decision and may be protested in accordance with Title 43 CFR Part 4160.2, Protests. You are allowed 15 days from receipt of this decision within which to file a protest with the Area Manager of the Central Oregon Resource Area, P.O. Box 550, Prineville, OR 97754. A protest may be made either in person or in writing to the Area Manager and should specify the reasons, clearly and concisely, as to why you think the proposed decision is in error.

If a protest is filed within the time allowed, the protest statement of reasons and other pertinent information will be considered and a final decision will be issued with a right to appeal in accordance with Title 43 CFR 4160.3(b), Final Decisions and 4160.4, Appeals.

In the absence of a protest within the time allowed, this proposed decision shall constitute my final decision. Should this notice become the final decision and if you wish to appeal this decision for the purpose of a hearing before an Administrative Law Judge, in accordance with Title 43 CFR 4.470, you are allowed thirty (30) days from the date this decision becomes final to file an appeal with the Area Manager of the Central Oregon Resource Area at the above address. The appeal should state the reasons, clearly and concisely, as to why you think the decision is in error. Any request for stay of this decision in accordance with 43 CFR 4.21 must be filed with your appeal.

## **VII. SIGNATURE**



Harry R. Cosgriffe  
Central Oregon Resource Area Manager

Date: 2/21/96



# VIII. Appendices

## APPENDIX A. - Comment Analysis

A total of 152 draft Sutton Mountain Coordinated Resource Management Plan and Environmental Assessment (CRMP/EA) were distributed to individuals, groups and government entities. Initially BLM sent out approximately 600 self-mailed public interest notices to determine the public's interested in receiving a copy of the CRMP/EA. We received 127 request for draft through this effort. A two (2) day Open House public comment opportunity was held April 20 and 21, 1995 at the Central Oregon Resource Area office in Prineville. Through these participation efforts, BLM received 166 responses from 181 individuals and groups.

The interdisciplinary team and managers reviewed public responses and modified the preferred Alternative D to reflect substantive comments. Changes and additions to the draft arising from comments and found to conform with the analysis contained in the CRMP/EA are included Section IV Rationale for Selection and Modifications of the Decision Record. In analyzing the public responses, we found that many of the respondents had similar comments and questions. These comments and questions are addressed as follows:

### Comment

The continuation of grazing over most of the planning area will have significant negative impacts to those lands including riparian habitat, anadromous fish habitat and water quality mainly due to high water temperatures and increased sediment.

### Response

Under current management (Alternative C), monitoring studies have shown dramatic improvement in quality and quantity of desirable native woody and herbaceous vegetation on riparian and upland sites where abnormal invasion of Juniper and noxious weeds are not a factor. The preferred alternative D, as modified, implements a grazing management strategy designed to continue rangeland recovery by establishing conservative stocking levels. It sets seasons of use and rotation treatments that meet growth requirement of key plant species and prescribes rest on sensitive areas until the vegetation is healthy and productive.

On-going resource and grazing monitoring efforts show positive channel morphologic adjustment which is expected to continue as riparian vegetation converts from annual shallow rooted and perennial tap rooted plants to deep rooted native sedges and shrubs. The channel is narrowing and deepening and bank stability is continuing to improve, and habitat diversity is increasing.

The thermal features of increased riparian canopy and channel deepening will reduce the diurnal temperature fluctuations and contribute to lower stream temperatures. As the willow, and other woody riparian species continue to develop, they will contribute overhanging and instream cover, a critical component of salmonid habitat, to the stream system.

The improved vegetative cover serves as a fine sediment filter, capturing sediments and reducing embeddedness of anadromous spawning habitat.

### Comment

The barriers set up for grazing privileges and retaining water rights to existing fields prevent a cost effective agriculture, cattle or sheep industry in the area.

### Response

Livestock grazing: Past mismanagement of livestock including yearlong use with excessive numbers of animals contributed to resource degradation on riparian areas and most livestock accessible grassland/

shrub types. It is recognized that other man caused uses and natural disturbances contributed substantially to landscape conditions that now exist in the CRMP area. Other man caused disturbances include an extensive road and trail network, invasion of noxious weeds and dispersed recreation use activities. Natural disturbances include geologic erosion, climatic condition (long periods of drought) and flash floods (short duration high intensity rain fall events), excessive populations of large wild herbivores and dramatic expansion of juniper and sagebrush. Due to the geology and soils in combination with the climate, natural erosional and stream channel morphological processes will continue to occur as it has through geologic time. In order to reverse man caused degradation, it is necessary to restore watershed health by implementing conservative management practices. At this time the CRMP area is producing far below its full potential. As the health of the land is restored grazing use levels may be adjusted consistent with other multiple uses and sustainability criteria.

**Water Rights:** We are maintaining the water rights on the agricultural fields though agricultural leases with local ranchers and short-term changes of use. Water is used from Bridge Creek during high flows and shutdown during low flows. Crops are planted which do not require water late in the growing season and enable us to meet established State minimum flow requirements. Our water use management strategy seeks to balance socio-economic demands and values gained from agriculture production with recreation and anadromous fish values.

**In Summary:** The selected alternative is designed to produce a broad diversity of commodity outputs and non-commodity amenities that will promote a stable local economy over the long-term. We intend to utilize water at the proper levels and time to restore and sustain the productive capacity of the land for agriculture and natural resources including anadromous fish production and recreation. The BLM is currently monitoring water quality and flow as well as vegetation cover factors on Bridge Creek and it's tributaries. This information will be used to make appropriate management adjustments to meet our objectives.

#### Comment

A few comments were received expressing support for WSA status for Horse Mountain and Sand Mountain which were recommended dropped from further wilderness consideration by the BLM.

#### Response

The BLM may consider WSA status for these areas of less than 5,000 acres if they possess wilderness characteristics and are of sufficient size or situation to make practical their management as wilderness. The BLM inventory of these two areas found these circumstances were not present. Considering areas of less than 5,000 acres is discretionary by the BLM and is most often used for areas such as islands or small roadless areas that are adjacent to existing wilderness. Horse Mountain was dropped during the initial inventory due to the small size (making wilderness management for the area very difficult) and marginal wilderness characteristics. Sand Mountain is in much the same situation. The small size makes wilderness management difficult. Sand Mountain's wilderness potential would be somewhat improved if adjacent National Monument lands were included in the wilderness inventory. An inter-agency inventory would require participation by both agencies. This situation has been discussed with the National Monument. They feel the Monument lands in question are now well protected and there is no urgent need to consider wilderness at this time because it appears there would be no additional protection.

#### Comment

The overall affect of implementing the CRMP would be to impair the unique qualities for which the Sutton Mountain area was originally placed into public ownership and to significantly and adversely affect the use and enjoyment of the area by Oregon Natural Desert Association Members (ONDA).

#### Response

From the inception of the Sutton Mountain land exchange in 1985 through the completion of the

exchange's Environmental Assessment (OR-050-7-5) and Record of Decision dated April 23, 1987, the BLM maintained the position that the newly acquired public lands would be managed under the multiple use and sustained yield policy of the 1976 Federal Land Policy and Management Act (FLPMA). This position is clearly documented in the EA/ROD and public involvement record. The purpose of the CRMP is to determine how the several multiple uses, established in FLPMA, are accommodated and allocated on public lands without permanent impairment of the land's productivity. The interdisciplinary team utilized available resource information, technical expertise coupled with applicable scientific findings and public participation in determining the mix and level of multiple uses in the CRMP. The BLM has established an intensive resource monitoring program in the CRMP area and will use this information to refine and modify on-going actions as deemed necessary.

#### Comment

By failing to make a rational and informed decision that the benefits of continued livestock grazing in Sutton Mountain area outweigh the costs, the proposed alternative violates the Federal Land Policy and Management Act of 1976 (FLPMA).

#### Response

The benefits of continued livestock grazing in the CRMP area was not clearly stated in the Sutton Mountain Environmental Assessment, so it is being done as part of this document. Refer to part V, Modifications to the Environmental Assessment. In addition, this document is in full conformance with the Two Rivers RMP/EIS.

The actions of the CRMP clearly adhere to the principles of multiple use management as defined in FLPMA. The CRMP plainly puts the highest priority on improving riparian, instream and fishery resources along with upland watershed conditions and the control of noxious weeds. It takes into account the long-term needs of future generations by increasing steelhead production, providing outdoor recreational opportunities and continuing, at a greatly reduced level, the most important economic activity to Wheeler County - livestock grazing.

#### Comment

The BLM failed to consider a broader range of factors including environmental, ecological, cultural and recreational values in establishing the proposed AUMs.

#### Response

Environmental and ecological values were heavily considered in establishing livestock grazing proposals. Environmental impacts of livestock grazing proposals to Fish and Aquatic, Riparian and Wetland, Soil, Special Status Species, Vegetation, Visual, Water and Wildlife Habitat Resources were considered at length (pgs. 103-128). In Alternative D (proposed action), the condition of each of these resources is expected to improve from the existing situation (Alternative C).

Dispersed livestock grazing is not considered to have a measurable impact on cultural resources. Surface disturbing improvements related to grazing, such as fences and spring development, would be evaluated in accordance with Section 106 of the National Historic Preservation Act prior to any proposed action. If proposed actions are found to adversely impact significant cultural resources, mitigating measures will be taken to protect or preserve these resources.

During the public scoping process, in which the BLM and the public identified resource management issues, neither the impact of livestock grazing on recreation resources, nor the impact of recreation use on livestock grazing were identified. Only those issues identified during the public scoping process are carried forward and analyzed in the planning document.

Much of the Sutton Mountain planning area contains newly acquired Public Land which was previously unavailable for public recreation. We have adopted a dispersed recreation management philosophy, and

plan to monitor existing recreation use patterns to evaluate the need for resource protection and public information. Independent planning documents will analyze the need for and location of possible recreation facilities in the future. Recreation facilities at Priest Hole and Burnt Ranch Rapid will be addressed in the John Day Management Plan and Environmental Impact Statement.

#### Comment

The Two Rivers RMP/EIS is devoid of any site specific information or analysis regarding the impacts of grazing on the resource values of the Sutton Mountain area.

#### Response

Prior to completion of the Sutton Mountain land exchange, approximately 15,000 acres of public land existed in a fragmented pattern throughout the CRMP area. Direction for managing livestock grazing on these public lands is provided in the Two Rivers Resource Management Plan, Environmental Impact Statement/Record of Decision (EIS/ROD) approved June 6, 1986. The adjacent acquired lands are governed by the direction provided in the approved EIS/ROD and 43 CFR 4110.1-1, Acquired Land (43 CFR). The CRMP/EA is tiered to the EIS/ROD and provides site specific information and analysis regarding the impacts of livestock grazing consistent with objectives, planning criteria, standards and public inputs prescribed in the approved EIS/ROD. The 43 CFR provides that leases are governed by the terms and conditions in effect at the time of acquisition. The CRMP/EA provides a basis for modifying terms and conditions as appropriate to effectively accomplish EIS/ROD direction.

#### Comment

The CRMP fails in any manner to discuss the economic benefits or costs of the proposed alternative including an analysis of whether continued livestock grazing in the planning area will degrade its scenic and recreational values resulting in a consequential loss of income and jobs in the local community.

#### Response

Refer to part V., B., Modifications to the Environmental Assessment, for the response to the above comment.

#### Comment

The CRMP is inconsistent with the mandate of the Pacfish interim management guidelines to emphasize the protection of anadromous fish habitat.

#### Response

Pacfish is an interim strategy designed to "halt the degradation and begin the restoration of anadromous fish habitat and see that future opportunities are not foregone by management decisions while comprehensive studies and NEPA analysis and documentation are completed for the long-term strategies". The Sutton Mountain CRMP originated prior to the formulation of Pacfish; however, management direction prescribed in the CRMP emphasizes restoration of riparian and stream habitat. Observations and photo points indicate an upward trend of riparian vegetation along Bridge Creek and its tributaries within the CRMP boundaries. Riparian vegetation appears to be the fundamental component of channel structure in the Bridge Creek system. Establishment of riparian vegetation will lend to the development of a diverse stream channel and subsequent habitat improvement towards the attainment of riparian management objectives. The Sutton Mountain CRMP incorporates management direction to promote riparian and stream habitat recovery consistent with Pacfish.

#### Comment

Any discussions of Bighorn Sheep reintroduction is noticeably absent from the CRMP in spite of the fact that the planning area contains exceptional habitat for these animals.

### Response

During the original proposal to acquire Sutton Mountain the reintroduction of bighorn sheep to the area was discussed. The Sutton Mountain area has all of the required habitat components that would make it suitable for bighorn sheep reintroduction. However, one of the limiting factors for bighorn sheep in any analysis is the presence of exotic or domestic sheep. At the present time, and for the foreseeable future, there are domestic sheep grazing private lands immediately adjacent to the Sutton Mountain block. These domestic sheep are less than seven miles from any point on Sutton Mountain. As such, the likelihood that domestic and any reintroduced bighorn sheep would come in physical contact is high, greatly increasing the risk of disease transmission between the two groups. Given this situation, no proposal to reintroduce bighorn sheep is brought forward at this time. It is also because of this situation that domestic sheep grazing is considered on Sutton Mountain allotments in this plan. Should domestic sheep grazing on private lands adjacent to Sutton Mountain cease in the future, reintroduction of bighorn sheep could be reconsidered.

### Comment

The temperature of streams within the CRMP have violated State DEQ Standards and on June 24, 1992, instream temperatures measured 92° F with documented juvenile salmonid fish kill.

### Response

Water temperatures in Bridge Creek and tributaries within the CRMP are a high concern, particularly with respect to salmonids. The observed fish kill and temperature measure of 92 F on June 24, 1992, occurred during a drought period (2.5 cfs) and on one of the warmest days of the year (100 F). This event exemplified the need for management to promote recovery of riparian and stream habitat capable of buffering the potentially harsh conditions of the desert environment. Interim management and the CRMP process had just begun at the time of the reported fish kill. In this relatively short time frame, riparian and stream habitat has improved substantially with a continuing upward trend. The BLM established stream temperature monitoring in 1992 to establish trends relative to air temperature and stream discharge, and evaluate recovery of the Bridge Creek system.

### Comment

Sediment loading from the surrounding terrestrial area is still a problem and was not addressed in any action alternative.

### Response

Much of the Sutton Mountain CRMP area consists of highly erodible soils with high clay content. These soils generally have slow to very slow infiltration rates. Slow infiltration rates in combination with the area's high probability for seasonal periods of high intensity, short duration events result in large volumes of overland flow and associated sediment. This situation is evident throughout the CRMP area presently, and occurred prehistorically as well. Functioning riparian areas are critical because they store sediment and reduce the rate with which overland sediment can reach the stream.

In some locales, overland flow and erosion rates have been exacerbated by the invasion of Western Juniper, which resulted in the subsequent decrease of understory species, soil cover, and soil organic matter recruitment. Successful juniper removal has been previously conducted in the Gable Creek watershed. The results were positive with an increase in herbaceous cover. After Alternative D has been implemented, and if overland flow and sedimentation needed to be addressed through additional management techniques, juniper management would not be precluded in roaded areas.

### Comment

If agricultural uses are going to take place in the planning area, ODF&W supports the use of untilled buffer strips for these purposes but feels the 10 foot width is inadequate.

### Response

This concern has been addressed and some modifications made to the ten foot width stipulation. For these changes, refer to the main part of the Decision Record, part II, M, 4; also, Rational for Modifications in part IV, B, c.

Basically, the minimum width will be 14 feet beginning from the upper edge of the terrace/cutbank, outside of the active flood plain. In addition, the Consolidated Farm Service Agency, Agriculture Conservation Program Manual, 49 WP-7 Riparian Buffer Strips (3/22/94) will be used to determine the width of the strips; however, this will be subject to the appropriate noxious weed control treatments which may include tilling to establish desirable vegetation.

### Comment

The Nature Conservancy is happy to see active management of noxious weed infestations in the management plan. These species are spreading and currently pose the greatest threat to natural communities throughout the West.

### Response

We agree and intend to implement a fully coordinated and integrated noxious weed management program. BLM fully recognizes the seriousness of this threat and will take strong action within given legal and technical requirements and available funding. BLM will leverage available funding and personnel capabilities by cooperating and developing partnerships with private land owners, conservation groups and other local, state, tribal and federal governmental entities.

### Comment

The Nature Conservancy strongly recommends that the BLM immediately move forward to designate the Sutton Mountain RNA in a plan amendment for the Central Oregon Resource Area.

### Response

The three areas nominated as Areas of Critical Environmental Concern in this document will be addressed during the next planning update to the Two Rivers Resource Management Plan. During the interim, the proposed RNA will be managed in a manner that will not jeopardize future RNA designation.

### Comment

A fire management plan should be developed according to interim Wilderness Study Area (WSA) management guidelines to address the restoration and maintenance of natural fire regime in the WSAs. Burning would allow control of juniper invasions and associated problems. In addition, prescribed fire should be used in conjunction with other techniques to improve riparian areas.

### Response

As noted in the Decision Record for this document, the BLM will prepare a fire management plan for the Sutton Mountain area. It is expected that the fire management plan would incorporate all types of management actions from prescribe fire to wildfire management actions in order that a comprehensive action plan would be in place.

### Comment

What monitoring will occur? What actions will take place if the objectives are not being met? What are the time frames to meet the stated objectives?

### Response

The monitoring which is being used now and future monitoring methods are described in Appendix F of this document. Also, monitoring in general is discussed in part II. P. of the Decision Record (DR).

A continuing evaluation and modification process will be used so that management changes will be made as needed. The evaluation and modification process will assure that the objectives are being worked towards at a reasonable rate. Past experience has indicated that because of unforeseen impacts, such as weather patterns, insects, and influences from adjacent private lands it is difficult to determine time frames.

### Comment

Livestock grazing is responsible for the establishment of weeds and the taxpayers have to foot the bill for restoration.

### Response

Weed seeds are delivered to new areas by numerous and varied means including wind, water, vehicle traffic, road and farm equipment, wildlife and humans, in addition to livestock. It is true that improper livestock grazing management encourages the establishment of noxious weeds, but it has been shown that through proper grazing management, which allows native range plants to periodically complete normal growth cycles, native plants will prevail over exotic plant species.

Probably the most prevalent means of transporting and spreading noxious weed seeds in the Sutton Mountain area is the wind. Many weed species present including Diffuse Knapweed, Russian Knapweed, Spotted Knapweed, Yellow Starthistle, Scotch Thistle, and Canada Thistle produce airborne seeds, which are readily transported by wind. Yellow starthistle is becoming well established on the roadsides along Gable Creek and Bridge Creek Areas. It appears the starthistle seed is being spread from the starthistle plants already established along the edge of the roadside by air movements created by the passing vehicle traffic. The seeds that land along the roadside then are covered by the dust (soil) that is created by the frequent vehicle traffic that travels over the roadway. The roadside and vehicle situation is ideal for weed establishment. In addition, it is obvious that puncture vines are readily establishing on the roadsides. It is apparent these seeds are spread or carried along the roadside by the vehicle tires. The seeds become attached to the tires and then later drop from the tires further along the roadside where they later sprout and grow. Road maintenance activities and equipment usage contribute significantly to the spread and establishment of weeds. These examples readily illustrate that weed seeds are spread in many ways.

Where it is deemed necessary that noxious weed control efforts are required and warranted such control efforts would be implemented and carried out consistent with the Prineville District Integrated Weed Management Decision Record, dated 6/16/94.

### Comment

Are all special plants adequately protected from grazing pressures.

### Response

In the draft CRMP, special status plants would be protected to some degree under all alternatives. Monitoring has indicated that two populations appear to be impacted to some degree, though not threatened, by the current level of livestock grazing. Upon implementation of the CRMP these populations will be evaluated to determine the best strategy for their protection and enhancement, which most likely will involve fencing.



## APPENDIX B. - Cultural Resource Use Categories

All public cultural resources known or anticipated to occur within a BLM administrative unit are classified according to the following described categories.

A. Scientific Use. This category applies to any cultural property determined to be suitable for consideration as the subject of scientific or historical study utilizing currently available research techniques, including study that will result in its physical alteration. Inclusion in this category signifies that the property need not be conserved in the face of an appropriate research or data recovery (mitigation) proposal.

B. Conservation for Future Use. This category is reserved for any unusual cultural resource which, because of scarcity, a research potential that surpasses the current state of the art, singular historic importance, cultural importance, or architectural interest, or comparable reasons, is not currently appropriate for consideration as the subject of scientific or historical study that will result in its physical alteration. A cultural property or location included in this category is considered worthy of segregation from all other land or resource uses, including cultural resource uses, that will threaten the maintenance of its present condition or setting, as pertinent, and it will remain in this use category until specified provisions are met in the future.

C. Management Use. This category may be applied to any cultural property considered most useful for controlled experimental study that will result in its physical alteration, to be conducted by the BLM or other entities concerned with the management of cultural properties. Expenditure of cultural properties or data may be justified for purposes of obtaining specific information that will ultimately aid in the management of other cultural properties. Experimental study may be aimed toward a better understanding of kinds and rates of natural or human-caused deterioration, effectiveness of protection measures, and similar lines of inquiry.

D. Sociocultural Use. This category is to be applied to any cultural resources that is perceived by a specified social and/or cultural group as having attributes that contribute to maintaining the heritage or existence of that group. This use category signifies that the cultural resource is to be managed in a way that takes those attributes into account, as applicable.

E. Public Use. This category may be applied to any cultural property found to be appropriate for consideration as an interpretive exhibit in place, a subject of supervised participation in scientific or historical study, or related educational and recreational uses by members of the general public.

F. Discharged Use. Assignment to this category means either that a cultural resource that was previously qualified for assignment to any of the categories defined above no longer possesses the qualifying characteristics for that use or for assignment to an alternative use; or that a cultural property's scientific use potential was so slight that it was exhausted at the time the property was recorded, and no alternative use is deemed appropriate. Where a cultural property is involved, allocation to discharged use also means that records pertaining to the property represent its only remaining importance, and that its location no longer presents a management constraint for competing land uses.

G. Compatible Uses. Cultural resources may be determined to have more than one appropriate use.



## APPENDIX C. - Special Status Species

Special status terrestrial vertebrate species that may occur in the project area include the following.

### Amphibians / Reptiles:

Western toad (*Bufo boreas*), SV  
Spotted frog (*Rana pretiosa*), C2, SU

### Fish:

Steelhead (*Oncorhynchus mykiss*), SC  
Redband trout (*Oncorhynchus mykiss*), C2  
Chinook salmon (*Oncorhynchus tshawytscha*), SV  
Pacific Lamprey (*Lampetra tridentata*), C2

### Birds:

Northern goshawk (*Accipiter gentilis*), C2, SV  
Burrowing owl (*Athene cunicularia*), SC  
Ferruginous hawk (*Buteo regalis*), C2, SC  
Swainson's hawk (*Buteo swainsoni*), 3C, SV  
Bald eagle (*Haliaeetus leucocephalus*), LT  
Loggerhead shrike (*Lanius ludovicianus*), C2, SU  
Lewis' woodpecker (*Melanerpes lewis*), SC  
Mountain quail (*Oreortyx picta*), C2  
Flammulated owl (*Otus flammeolus*), SC  
Western bluebird (*Sialia mexicana*), SV  
Bank swallow (*Riparia riparia*), SU  
Tricolored blackbird (*Agelaius tricolor*), C2, SV  
Long-billed curlew (*Numenius americana*), 3C

### Mammals:

White-tailed jackrabbit (*Lepus townsendii*), SU  
Fringed myotis (*Myotis thysanodes*),  
Townsend's big-eared bat (*Plecotus townsendii*), C2, SC

### Definitions

**C2- Category 2 Candidate** USFWS candidates which need additional information in order to determine whether proposing for formal listing is appropriate.

**3C- Taxa** A taxa which has proven to be more abundant or widespread than previously believed and/or which has no identifiable threats.

### **LT- Listed Threatened**

**SC- State Critical** Species for which listing as threatened or endangered is pending; or those for which listing as threatened or endangered may be appropriate if immediate conservation actions are not taken. Also considered critical are some peripheral species which are at risk throughout their range, and some disjunct populations.

**SV- State Vulnerable** Species for which listing as threatened or endangered is not believed to be imminent and can be avoided through continued or expanded use of adequate protective measures and monitoring. In some cases the population is sustainable, and protective measures are being implemented; in others the population may be declining and improved protective measures are needed to maintain sustainable populations over time.

**SU- State Undetermined Status** A species whose status is unclear. They may be susceptible to population decline of sufficient magnitude that they could qualify for endangered, threatened, critical, or vulnerable status, but scientific study will be required before a judgement can be made.



## APPENDIX D. - Selective Management Categories

The ratings are used to determine at what level grazing allotments receive range improvement funds, monitoring and management efforts.

### Improve Category (I)

- o Present range condition is unsatisfactory
- o Allotments have moderate to high resource production potential and are producing at low to moderate levels
- o Serious resource-use conflicts and controversy exist
- o Opportunities exist for positive economic return from public investments
- o Present management appears unsatisfactory

### Maintain Category (M)

- o Present range condition is satisfactory
- o Allotments have moderate or high resource production potential and producing near their potential (or trend is moving in that direction)
- o No serious resource-use conflicts and controversy exist
- o Opportunities may exist for positive economic return from public investments
- o Present management appears satisfactory

### Custodial Category (C)

- o Present range condition is not a factor
- o Allotments have low resource production potential and are producing near their potential
- o Limited resource-use conflicts and controversy may exist
- o Opportunities for positive economic return on public investment do not exist or are constrained by technological or economic factors
- o Present management appears satisfactory or is the only logical practice under existing resource conditions



# APPENDIX E. - Projects

**Table 15. Fences**

NAME	LOCATION	ALLOTMENT	DESCRIPTION
Keys Flat Fence	T.11 S.,R.21E., Secs. 23, 24, & 26	Circle Bar	New Length: 1.5 miles Type: Four strand, barbed wire No. of gates: 2
Bear Creek No.1 Fence	T.10 S.,R.20E., Sec. 34 T.11 S.,R.20 E., Sec. 3, N1/2	Crown Rock	New Length: 2.0 miles Type: Four strand, barbed wire No. of gates: 3
Bear Creek No.2 Fence	T.10 S.,R.20E., Sec. 35 T.11 S.,R.20 E., Sec.s 2 & 3	Crown Rock	New Length: 2.5 miles Type: Four strand, barbed wire No. of gates: 4
Neighbors Fence	T.10 S.,R.20 E., Sec. 34, N1/2N1/2	Crown Rock	New Length: 1.0 mile Type: Four strand, barbed wire No. of gates: 2
Alder Fence	T.11 S.,R.20 E., Sec. 3, S_	Crown Rock	Relocation Length: 0.6 miles Type: Four strand, barbed wire No. of gates: 1
Willow Spring Fence	T.11 S.,R.20.E Sec, 11 E1/2 E12	Crown Rock Circle Bar	New Length: .09 mile Type: Four strand, barbed wire No. of gates: 2
Dead Dog Canyon Fence	T.10 S.,R.22 E., Sec. 5, SW1/4NW1/4	Dead Dog	New Length: 0.5 miles Type: Four strand, barbed wire No. of gates: 1
Clark Canyon Fence	T.9 S.,R.22 E., Sec. 33, SW1/4SW1/4 T.10 S.,R.22 E., Sec. 4, NW1/4NW1/4	Dead Dog	New & Length: 0.4 miles Type: Four strand, barbed wire No. of gates: 1
Black Canyon Fence	T.10 S.,R.21 E., Secs. 10, 11, & 14	Girds Creek/ Sutton Mountain	Maintenance/Reconstruction Length: 0.8 miles Type: Four strand barbed wire No. of gates: 1
Girds Creek Fence	T.10 S.,R.21 E., Secs. 11 & 12	Girds Creek	New Length: 0.7 miles Type: Four strand, barbed wire No. of gates: 1

NAME	LOCATION	ALLOTMENT	DESCRIPTION
Ice Fall Fence	T.10 S.,R. 21 E., Sec. 12	Girds Creek	New Length: 0.3 miles Type: Four strand, barbed wire No. of gates: 1
Red Rock Fence	T.9 S.,R.20 E., Sec. 36 T.9 S.,R.21 E., Sec. 31	Sutton Mountain	New Length: 2.8 miles Type: Four strand, barbed wire No. of gates: 3
Section 32 Fence	T.9 S.,R.21 E., Sec. 32 T.10 S.,R.21 E., Sec. 5	Sutton Mountain	New Length: 1.4 miles Type: Four strand, barbed wire No. of gates: 2
Farrier Fence	T.10 S.,R.21 E., Secs. 3 & 10	Sutton Mountain/ Packsaddle Mountain	New Length: 1.0 miles Type: Four strand, barbed wire No. of gates: 2
Lower Bridge Creek Riparian Fence	T.10 S.,R.20 E., Secs. 11 & 14	Sutton Mountain	Maintenance/Reconstruction Length: 2.2 miles Type: Four strand, barbed wire No. of gates: 4
County Road Riparian Fence	T.10 S.,R.20 E., Secs. 2, 11, 13 & 14	Sutton Mountain	New Length: 0.4 miles Type: Four strand, barbed wire No. of gates: 0 Maintenance/Reconstruction Length: 2.3 miles Type: Four strand, barbed wire No. of gates: 4

**Table 16. Cattleguards**

NAME	LOCATION	ALLOTMENT	DESCRIPTION
Cobble Cattleguard	T.10 S.,R.21 E., Sec. 11, NW1/4NW1/4	Girds Creek	New Metal double-wide, 22' width with concrete base
Twickenham Cattleguard	T.9 S.,R.21 E., Sec. 32, NE1/4SW1/4	Sutton Mountain	New Metal single-wide, 16' width with concrete base

**Table 17. Spring Developments**

<b>NAME</b>	<b>LOCATION</b>	<b>ALLOTMENT</b>	<b>DESCRIPTION</b>
Hidden Spring	T.10 S.,R.22 E., Sec. 31, SE1/4SW1/4	Carroll Rim	Maintenance/Reconstruction Overflow pipe 150'; enclosure fence 1,000'.
Two-Way Spring	T.11 S.,R.20 E., Sec. 12, SW1/4NW1/4	Circle Bar	Maintenance/Reconstruction Replace head box & trough; pipe 1,800'; overflow pipe 100'; enclosure fence 1,300'; supply Crown Rock & Circle Bar Allots.
Refrigerator Spring	T.11 S.,R.21 E., Sec. 26, SW1/4NW1/4	Circle Bar	Maintenance/Reconstruction Replace head box; pipe 1,000'; overflow pipe 200'; enclosure fence 2,200'.
Sargent Butte Spring	T.11 S.,R.21 E., Sec. 17, SE1/4NW1/4	Circle Bar	Maintenance/Reconstruction Replace head box; pipe 300'; overflow pipe 150'; enclosure fence 1,000'.
Stage Stop Spring	T.11 S.,R.21 E., Sec. 15, NE1/4NE1/4	Circle Bar	Maintenance/Reconstruction Replace head box; pipe 700'; overflow pipe 200'; enclosure fence 1,000'.
Fossil Tooth Spring	T.11 S.,R.21 E., Sec. 4, SW1/4SW1/4	Circle Bar	Maintenance/Reconstruction Replace head box & trough; pipe 200'; overflow pipe 250'; enclosure fence 1,500'.
1870 Cabin Spring	T.11 S.,R.21 E., Sec. 12, NE1/4NW1/4	Circle Bar	Maintenance/Reconstruction Pipe 900'; 1 trough; overflow pipe 300'; enclosure fence 2,600'.
Road Cut Spring	T.10 S.,R.21 E., Sec. 29, SE1/4SE1/4	Circle Bar	Maintenance/Reconstruction Replace head box; pipe 1,000'; overflow pipe 600'; enclosure fence 3,400'.
Bear Creek Hydroram	T.10 S.,R.20 E., Sec. 35, NW1/4SW1/4	Crown Rock	New Hydroram system in Bear Creek; 0.4 miles buried PVC pipe, 1" dia.; 1 trough; overflow pipe 150'.
White Clay Spring	T.10 S.,R.20 E., Sec. 35, NW1/4SE1/4	Crown Rock	New Head box; pipe 150'; overflow pipe 150'; enclosure fence 1,000'.
Broken Hip Spring	T.11 S.,R.21 E., Sec. 35, SW1/4SW1/4	Gable Creek	Maintenance/Reconstruction Existing and functional, No. 734627. Relocate 200' of overflow pipe.
Mud Spring	T.12 S.,R.21 E., Sec. 4, SW1/4NE1/4	Gable Creek	New Fence 1,000'.
Pee Wee Spring	T.11 S.,R.21 E., Sec. 34, NW1/4SE1/4	Gable Creek	Maintenance/Reconstruction Existing and functional, No. 734625. Relocate 150' of overflow pipe.

NAME	LOCATION	ALLOTMENT	DESCRIPTION
Bitterbrush Spring	T.11 S.,R.21 E., Sec. 29, NE1/4NE1/4	Gable Creek	New Head box; 1 trough; pipe 150'; overflow pipe 150'; exclosure fence 1,000'.
Pats Cabin Spring	T.10 S.,R.20 E., Sec. 16, SW1/4SW1/4	Sutton Mountain	Maintenance/Reconstruction Existing and functional, No. 734714. Additional collection pipe needed.
Upper Coyote Canyon Spring	T.10 S.,R.20 E., Sec. 9, SE1/4SW1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box & trough; pipe 100'; overflow pipe 100'; exclosure fence 800'.
Lower Coyote Canyon Spring	T.10 S.,R.20 E., Sec. 10, SW1/4NW1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box & trough; pipe 125'; overflow pipe 150'; exclosure fence 1,000'.
Trail Head Spring	T.10 S.,R.21 E., Sec. 18, SE1/4SW1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box; pipe 150'; overflow pipe 150'; exclosure fence 3,000'.
Stovepipe Spring	T.10 S.,R.21 E., Sec. 7, NW1/4SW1/4	Sutton Mountain	New Fence 4,200'.
Corral Spring	T.10 S.,R.21 E., Sec. 12, SE1/4NE1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box & trough; pipe 300'; float valve; overflow pipe 150'; exclosure fence 800'.
Zanc Spring	T.10 S.,R.21 E., Sec. 6, SE1/4SW1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box & trough; pipe 200'; overflow pipe 150'; exclosure fence 1,500'.
County Road Spring	T.9 S.,R.21 E., Sec. 32, NE1/4SW1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box & trough; pipe 200'; overflow pipe 150'; exclosure fence 2,000'.
Green Spring	T.10 S.,R.20 E., Sec. 1, NE1/4SE1/4	Sutton	Mountain Maintenance/Reconstruction Replace head box & trough; pipe 150'; overflow pipe 350'; exclosure fence 2,000'.
Lamb Canyon Spring	T.10 S.,R.21 E., Sec. 23, NE1/4SE1/4	Sutton Mountain	Maintenance/Reconstruction Replace head box; pipe 100'; overflow pipe 150'; exclosure fence 1,000'.

# APPENDIX F. - Project Construction Standards

**A. Spring Developments** The following specifications will be used as the standard for development or reconstruction of springs.

1. Fences: Each spring area will be fenced to prevent damage to the collection systems and protect the riparian area. Four strand barbed wire fences will be constructed according to the fence specifications listed below under fences.
2. Collection Systems: Springs will be dug out using a backhoe or by hand to install the collection system. The focal point of the system will be the head box consisting of a length of three foot diameter metal culvert. Sections of perforated four to six inch diameter PVC pipe may be used to increase the water capturing capabilities of the system. To minimize sediment infiltration into the capture system, first, gravel or small rock will be laid down, followed by some type of screen material, the water capture system, more rock, screen material, rock and a final layer of soil. The head box will be filled with rock and covered with a lid.

Concrete or butyl rubber cutoff walls will be installed if necessary to stop the flow of water away from the collection area and concentrate water at the head box.

3. Pipe: The water supply and overflow pipes will consist of one-and-a-half inch black plastic pipe with a 100 PSI rating. The overflow pipe will return any excess water back to the same drainage. All pipe will be buried to a depth of approximately sixteen inches.
4. Troughs: Troughs will be placed on a level foundation of 8" by 8" treated timbers or similar type material. They may be made from steel, fiberglass, plastic or concrete. The colors may be green, brown or gray. Some type of bird ramp will be installed in each trough. Float valves will be installed as needed to control the rate of flow.

Sheep: A low, long and narrow type trough will be most desirable. Generally, 2 feet high by 10 feet long; also, low round troughs may be used in some cases. Approximately 5 to 6 narrow troughs will be used per spring and 2 to 3 circular ones.

Cattle: May be of any size or design which best suites the particular topography where the trough will be installed.

## **B. Standard Fence Specifications**

1. Stress Panels: They will be installed every quarter mile. They will be built according to the specifications shown in the BLM Barbed Wire Fence, Type-A or Type-B, Drawing No. 02833-1 or 02833-2, dated March 9, 1984.
2. Corner Panels: They will be either three-post or five-post depending on the amount of stress that will be placed on each corner. They will be built according to the specifications shown in the BLM Corner Panels, Drawing No. 02833-9, dated May 22, 1984.

Live juniper trees with a DBH of eight inches, or greater, may be used in place of corner panels when they occur at the needed location. Tree limbs will be removed to a height of approximately six feet. Two two-by-fours or two-by-sixes, at least 30 inches long, will be nailed to the tree and the wires attached to the boards.

3. Gates: They will be four wires and will be built according to the specifications shown in the BLM Wire Gates diagram, Drawing No. 02833-6, dated May 30, 1984.
4. Vegetation Clearing: Trees and brush will be removed only where it interferes with the efficient placement of wires and posts. All areas where vegetation will be removed must be flagged and authorized for vegetation removal prior to construction starting. An area no greater then four feet on either side of the fence line will be cleared. Only trees and brush will be removed, but no digging or pulling-out by the roots will be allowed. Also, no blading with heavy equipment will be authorized.

#### 5. Fence Specifications - Four Strand Barbed Wire Fence

Four strands of barbed wire, with the top wire no higher than 40 inches from the ground. The wire spacing will start with the bottom wire 16 inches from the ground, the next wire 6 inches above the first, the third wire 6 inches above the second, and the fourth wire 12 inches above the third. All fence posts will be metal, five-and-a-half feet long. Post color will depend on VRM considerations. The post spacing will be sixteen-and-a-half feet (one rod). One 30-inch-long wire stay will be placed halfway between each post with the bottom five inches removed. Metal clips will be used to fasten the wires to the fence posts. (See BLM Barbed Wire Fence, Type-A; Drawing No. 02833-1, dated March 9, 1984).

Live juniper trees may be used in place of fence posts when the trees are on the fence line. Tree limbs will be removed to a height of approximately six feet. Two two-by-fours or two-by-sixes, at least 30 inches long, will be nailed to the tree and the barbed wires stapled to the boards.

#### 6. Fence Specifications - Three Strand Barbed Wire Fence

Three strands of barbed wire, with the top wire no higher than 40 inches from the ground. The wire spacing will start with the bottom wire 16 inches from the ground, the next wire 10 inches above the first and the third wire 12 inches above the second. All fence posts will be metal and five-and-a-half feet long. Post color will depend on VRM considerations. The post spacing will be sixteen-and-a-half feet (one rod). One 30-inch-long wire stay will be placed halfway between each post with the bottom five inches removed. Metal clips will be used to fasten the wires to the fence posts. (See BLM Barbed Wire Fence, Type-B; Drawing No. 02833-2, dated March 9, 1984).

Live juniper trees may be used in place of fence posts as described above under the Specifications - Four Strand Barbed Wire Fence.

#### C. Standard Cattleguard Specifications

A standard sized single-wide cattleguard will be 8 feet wide by 12 feet long. A standard sized double-wide cattleguard will be constructed by placing two single-wide cattleguards end to end. It may be made from either steel or concrete. Precast concrete bases will be used as shown in the BLM Precast Concrete Base For Standard Steel Cattleguards, Drawing No. 08-33-9105-41-9, dated December, 1966.

# APPENDIX G - Monitoring Study Techniques

The techniques in Part A are grouped according to the resource being monitored. Those in Part B are studies which will be established sometime in the future.

## A. Present Study Techniques

### Aquatic Habitat

Study Name	Monitor	Parameters Measured	Reference
Macroinvertebrate Analysis	Condition and trend of instream habitat	Species and biomass	Aquatic Macro. Sampling. BLM. Course Guide 6000-ST-5. Methods for Evaluating Streams. Riparian and Biotic Conditions. 1983. USFS, Gen. Tech. Report INT-138
Physical Stream Survey	Condition and trend of fish habitat	Pool/Riffle ratio, depth, fish habitat, cover and shade	Prineville District. Riparian Inventory Methods Notebook
Water Quality	Characterize water quality and monitor compliance with DEQ standards	Turbidity, O <sub>2</sub> , sulfates, phosphates, nitrates, pH, specific conductivity, hardness, stream flow, temperature and alkalinity	Environmental Protection Agency. 1981. Procedures for handling and chemical analysis of sediment and water samples.
Peak Crest	Peak water levels	Document the highest water level during a given time period	Rangeland Monitoring and Evaluation Plan. 1992. BLM. Prineville District.

### Upland Vegetation and Soil Cover

Study Name	Monitor	Parameters Measured	Reference
Climate	Correlation of utilization and trend data	Crop year precipitation	Rangeland Monitoring In Oregon and Washington. 1985. BLM. 5-6.
Daubenmire Transect	Vegetation trend of individual species and ecological condition	Species composition, cover and frequency	Trend Studies. 1985. BLM, Technical Reference 4400-4. 18-23.
General Observations	Overall resource health	Observations pertinent to resource conditions	Rangeland Monitoring and Evaluation Plan. 1992. BLM, Prineville District.
General Photo	Vegetation trend	Species composition, vigor, community structure	Rangeland Monitoring and Evaluation Plan. 1992. BLM, Prineville District.
Line Intercept	Trend and ecological condition	Basal and foliar cover	Trend Studies. 1985. BLM, Technical Reference 4400-4. 42-46.
Nested Frequency	Trend and ecological condition	Species composition, frequency of individual species and ground cover	Trend Studies. 1985. BLM, Technical Reference 4400-4. 36-41.

**Upland  
Vegetation and  
Soil Cover**

Study Name	Monitor	Parameters Measured	Reference
Climate	Correlation of utilization and trend data	Crop year precipitation	Rangeland Monitoring In Oregon and Washington. 1985. BLM. 5-6.
Observed Apparent Trend	Overall rangeland trend	Professional judgement used to rate species composition, vigor, ground cover, plant utilization, seedling establishment and erosion	Rangeland Monitoring In Oregon and Washington. 1985. BLM. 28 and 31.
Special Status Plants	Condition and trend of known populations	Vigor, reproduction and threats. Actual count or estimation of population size	Rangeland Monitoring and Evaluation Plan. 1992. BLM. Prineville District.
Photo Plot	Trend of individual plant species	Species composition, cover, vigor and litter	Trend Studies. 1985. BLM. Technical Reference 4400-4. 6-11.

**Vegetation  
Utilization**

Study Name	Monitor	Parameters Measured	Reference
Actual Use	Amount of livestock use to be correlated with other utilization and climate studies	Period of grazing use and number of animals	Actual Use Studies. 1984. Technical Reference 4400-2.
Key Area	Percent of vegetation removed by plant species per unit area and based on permanent study locations	Utilization amounts based on six different intervals of utilization	None. Modification of: Utilization Studies. 1984. Technical Reference 4400-3.
Key Forage Plant	Percent of vegetation removed by plant species per unit area	Utilization amounts based on six different intervals of utilization	Utilization Studies. 1984. Technical Reference 4400-3.
Mapping	The pattern of utilization levels on a given area using maps or aerial photos	Utilization amounts based on six different intervals of utilization and the size of each interval plotted	Utilization Studies. 1984. Technical Reference 4400-3.

## Riparian Habitat

Study Name	Monitor	Parameters Measured	Reference
Channel Cross Section	Changes in channel morphology over time	Surveyed cross sectional area	Parsons, Stephen C. and Shirley Hudson. 1985. Stream channel cross section Surveys and data analysis. USD/BLM.
Cover Board	Change in structure and cover	Percent of cover per half meter vertical intervals using eight different Daubenmire cover classes	Myers, Lewis H. 1987. Riparian inventory and monitoring. Montana BLM Riparian Technical Bulletin No. 1.
Riparian Habitat	Trend of riparian plant communities	Plant species composition, structure and animal use	BLM Manual 6602 and Prineville District Riparian Inventory Methodology Notebook.
Riparian Photo	Trend of riparian plant communities	Plant species composition, structure	Prineville District Riparian Inventory Methodology Notebook.

### B. Future Study Techniques

Name	Initiation Date	Monitor	Parameters Measured	Reference
Ecological Site Inventory	Within five years of CRMP implementation	Ecological condition	Soils classification, ecological site and condition class	National Range Handbook. Handbook 4410-1.
Noxious Weed Inventory	Within three years of CRMP implementation	Extent of noxious weed infestations	Species identification and acres occupied	Modification of: National Range Handbook. Handbook 4410-1.
Airborne Video	Being implemented	Cover by species and riparian vegetation trend	Species identification and area occupied	Airborne Video Methodology. 1994. BLM, Prineville District
Shade Monitoring	1995	Percent of stream shading	Amount of shade as measured by a Solar Pathfinder	Lower John Day Monitoring Program, 1995. Also, Solar Pathfinder instruction booklet.
Steelhead Spawning Survey	Being implemented	Spawning trend	Number of redds per unit length	Coordination with Oregon Dept. of Fish and Wildlife
Water Quality and Temperature	Being implemented	Expand water quality studies to include springs	Turbidity, O <sub>2</sub> , sulfates, phosphates, nitrates, ph, specific conductivity, hardness, stream flow, temperature and alkalinity	Environmental Protection Agency. 1981. Procedures for handling and chemical analysis of sediment and water samples.
Water Flow Meter	1996	Flow at each water diversion point	Water flow per unit of time	Oregon Dept. of Water Resources



## APPENDIX H. - Wilderness Review Process

The BLM is required by law to conduct a wilderness review of its lands and recommend to Congress which lands are or are not suited for wilderness designation. The review process consists of the following three steps.

1. Wilderness Inventory Public lands are inventoried to determine whether or not they possess the wilderness characteristics described in federal law. Lands found to have these characteristics are designated Wilderness Study Areas (WSAs). They are managed to preserve those wilderness characteristics until the next step occurs.
2. Wilderness Study WSAs are studied to determine if they are best suited for wilderness designation or for some other non wilderness use. This results in BLM recommending to Congress that they designate the WSA or drop it from further consideration.
3. Wilderness Reporting The BLM presents the results of the wilderness study to the president who presents the final recommendation to Congress. The designation of federal land as wilderness can only be done by Congress.

