

Worksheet
Documentation of Land Use Plan Conformance and NEPA Adequacy (DNA)
 U.S. Department of the Interior
 Bureau of Land Management (BLM)

Note: This worksheet is to be completed consistent with the policies stated in the Instruction Memorandum entitled "Documentation of Land Use Plan Conformance and National Environmental Policy Act (NEPA) Adequacy" transmitting this worksheet and the "Guidelines for Using the DNA Worksheet" located at the end of the worksheet. (Note: The signed CONCLUSION at the end of this worksheet is part of an interim step in the BLM's internal analysis process and does not constitute an appealable decision.)

A. BLM Office: Klamath Falls R.A. OR-014 **Permit/Lease:** #3601088

Proposed Action Title/Type: The proposed action is to renew an expiring 10-year grazing permit/lease (#3601088) for Barrett Livestock (Glenn Barrett) for approximately 800 acres of BLM administered land known as the Horton Allotment (#0883). The permit/lease expires on 2/28/2011 and is being renewed in accordance with the grazing regulations at 43 Code of Federal Regulations (CFR) §4110.1; §4110.2-1(a) (1) & (c); §4110.2-2(a); §4130.2; and §4130.3; and other pertinent policy and guidance.

Location of Proposed Action: The BLM Section 3 (of the *Taylor Grazing Act of 1934*) administered lands that comprise the Horton Allotment are located 6-7 miles east of Bonanza, Oregon, in north Langell Valley just north of Lorella (see attached map). In addition to the BLM lands, there are at least 300-400 acres of private land included with and grazed in common with the BLM lands.

Description of the Proposed Action: The term of the renewed permit/lease will be 3/1/2011 through 2/28/2021; 10 years as authorized by the grazing regulations at §4130.2(d). The parameters of the renewed grazing permit/lease would be the same as the previous permit and as follows:

ALLOTMENT	LIVESTOCK	GRAZING PERIOD	AUMs
Horton (0883)	67 cattle	4/21 – 5/20	58 AUMs *

(*Note: Due to intermingled private lands owned by the permittee, the % public lands are authorized at 88%; thus, the AUM figure is somewhat lower than would otherwise be calculated for 67 head for one month. The permittee also has a private land lease for an additional 160 acres (16 AUM's) which are grazed under an exchange-of use agreement for private lands unfenced and within the fenced perimeter of the allotment. One additional note: The Bonanza Unit (all the Section 3 grazing lands in and around the Gerber Block, including this allotment) had a range re-survey completed in 1958. Based on that survey, significant grazing reductions were made effective for the 1960 grazing year. The Horton Allotment received a 78% reduction at that time. This has undoubtedly led to the improved vegetation conditions on the allotment.

Applicant (if any): Barrett Livestock (Glenn Barrett)

B. Conformance with the Land Use Plan (LUP) and Consistency with Related Subordinate Implementation Plans

LUP Name*: *Klamath Falls R.A. Resource Management Plan and Environmental Impact Statement (KFRA RMP/EIS dated September 1994)*

Date Approved: June 1995 via the *Klamath Falls Resource Area Record of Decision and Resource Management Plan and Rangeland Program Summary* (KFRA ROD/RMP/RPS)

Other document**: None

* List applicable LUPs (e.g., Resource Management Plans or applicable amendments).
**List applicable activity, project, management, water quality restoration, or program plans.

-The proposed action is in conformance with the applicable LUPs because it is specifically provided for in the following LUP decisions:

The KFRA ROD/RMP/RPS states on page 62 to “*Provide for livestock grazing in an environmentally sensitive manner, consistent with other objectives and land use allocations. Resolve resource conflicts and concerns and ensure that livestock grazing use is consistent with the objectives and direction found in Appendix H (Grazing Management)*” (emphasis added). Also later on that same page is the following: “*Provide for initial levels of livestock grazing within the parameters outlined, by allotment, in Appendix H.*”

The KFRA ROD/RMP/RPS – Appendix H – lists the grazing parameters for the Horton Allotment on page H-54. The parameters for the proposed action (permit renewal) are the same as the past grazing permit, though somewhat different than that listed in the KFRA ROD/RMP/RPS. Specifically, that plan listed a proposed season of use was 5/1 to 6/15. The 1994 KFRA RMP/EIS (Final RMP) listed the existing season of use (4/21 – 5/20) as the “no action” alternative. Additionally, both seasons-of-use are substantively the same and would be considered insignificant in the overall effects or impacts on the ground. However, that plan also noted that “*All changes...livestock grazing management will be made through the monitoring and evaluation process as outlined in the (the plan)...*” The “*monitoring and evaluation process*” outlined in the plan is now primarily the *Rangeland Health Standards Assessment* (RHSA) process, which as structured in this resource area, includes an evaluation of existing monitoring and related information. The RHSA assessment was completed in FY 2002. The findings of the RHSA were all standards met with current management. Thus, the grazing lease is proposed to be re-issued with the previous parameters, including a season-of-use of 4/21-5/20

-The proposed action is in conformance with the LUP, even though it is not specifically provided for, because it is clearly consistent with the following LUP decisions (objectives, terms, and conditions) and, if applicable, implementation plan decisions:

Not Applicable - the action is specifically provided for in the LUP.

C. Identify the applicable NEPA document(s) and other related documents that cover the proposed action.

List by name and date all applicable NEPA documents that cover the proposed action.

Klamath Falls R.A. Resource Management Plan and Environmental Impact Statement (KFRA RMP/EIS dated September 1994) approved via the June 1995 *Klamath Falls Resource Area Record of Decision and Resource Management Plan and Rangeland Program Summary* (KFRA ROD/RMP/RPS). This is the overall land use plan (LUP) for the Klamath Falls Resource Area.

Klamath Falls Resource Area Fire Management EA #OR-014-94-09 (June 10, 1994)

List by name and date other documentation relevant to the proposed action (e.g., source drinking water assessments, biological assessment, biological opinion, watershed assessment, allotment evaluation, rangeland health standard's assessment and determinations, and monitoring the report).

In 1995, the grazing on this allotment was determined by the BLM to be a “no effect” impact to the two endangered sucker species in the Klamath Basin.

A Rangeland Health Standards Assessment was completed on the Horton Allotment in June of 2002, the findings were “All standards met”.

D. NEPA Adequacy Criteria

1. Is the current proposed action substantially the same action (or is a part of that action) as previously analyzed?

Documentation of answer and explanation:

The proposed action (permit/lease re-issuance) is consistent with, if not identical to, the grazing management identified in the KFRA RMP/EIS Preferred Alternative - called the “Proposed Resource Management Plan” or PRMP (also called the “Final RMP/EIS”). Specifics by allotment are found in Appendix L, with the Horton Allotment on page L-54. The preferred alternative was affirmed and implemented by the KFRA ROD/RMP/RPS, where the allotment specific information is found in Appendix H, page H-54. Though the season-of-use of the proposed permit/lease renewal is slightly different than that found in the KFRA ROD/RMP/RPS, it is not significantly different. Environmental impacts of grazing, for all alternatives, are found in Chapter 4- “Environmental Consequences” (4-1 through 4-143) – of the KFRA RMP/EIS. Since the proposed action (permit/lease renewal grazing parameters) and the Horton Allotment were specifically analyzed in the plan, the answer to this NEPA adequacy question must be “yes”.

2. Is the range of alternatives analyzed in the existing NEPA document(s) appropriate with respect to the current proposed action, given current environmental concerns, interests, resource values, and circumstances?

Documentation of answer and explanation:

The proposed action (permit/lease renewal) lies within the range of various alternatives identified and analyzed in the KFRA RMP/EIS (summarized in table S-1 “Comparisons of Allocations and Management by Alternative”, pages 18-50; and S-2 “Summary of Environmental Consequences by Alternative”, pages 52-53). This array and range of alternatives included the No Action Alternative (status quo); five other alternatives (A through E) that covered a span of management from a strong emphasis on commodities production to a strong emphasis on resource protection/preservation; and the PRMP that emphasizes a balanced approach of producing an array of socially valuable products within the concept of ecosystem management. Since this plan is relatively recent (1995), it more than adequately reflects “current environmental concerns, interests, and resource values”. Recent formal evaluations of the RMP (1999 & 2003) affirmed the validity and adequacy of the plan.

3. Is the existing analysis adequate and are the conclusions adequate in light of any new information or circumstances (including, for example, riparian proper functioning condition [PFC] reports; rangeland health standards assessments; Unified Watershed Assessment categorizations; inventory and monitoring data; most recent Fish and Wildlife Service lists of threatened, endangered, proposed, and candidate species; most recent BLM lists of sensitive species)? Can you

reasonably conclude that all new information and all new circumstances are insignificant with regard to analysis of the proposed action?

Documentation of answer and explanation: A review was conducted to determine if any new information, studies, and/or analyses has been collected/completed since 1995 that would materially differ from that collected/completed during the RMP/EIS process. No new information has been collected or analyzed for this allotment that would change the analysis and conclusions completed during the RMP/EIS process. However, the following information is pertinent to the full addressing of this NEPA adequacy question:

- In October 2000 a field “Rangeland Health Assessment” was performed on the Horton Allotment by a team of resource specialists (i.e. two botanists and two rangeland management specialists). This assessment process is a qualitative determination of rangeland health on upland areas, also known as an Upland PFC determination (as outlined in the recent Technical Reference 1734-6). See the Horton Allotment file and the memo dated 10/17/00 for more information. However, to summarize the information, the survey determined there was “moderate departure” from ecological site description parameters in the three broad rating categories, i.e. “Soil/Site Stability”, “Biotic divergence almost entirely due to the encroachment and/or increase of invasive western juniper. Perennial grasses were doing well in the area – a good sign – but the shrubs have been extensively “crowded out” by the juniper.
- Over the past couple years, however, juniper control and some burning activities have been done within this allotment. Approximately 130 acres have been mechanically/manually cut, the bigger wood being used commercially or for firewood, with some burning of the residual material piles. These activities were done primarily to enhance ecological conditions by removing invasive (not old growth) juniper in areas that should be dominated by shrubs (mountain big sagebrush and antelope bitterbrush) and bunchgrasses (Idaho fescue, needlegrasses, and others) as the natural and desired plant community. Bitterbrush seedlings have been planted in the juniper cut areas to give them a “jump start” on re-establishment. This juniper control work is consistent with, and to a large extent required by, the KFRA RMP/EIS and subsequent ROD.

However, the following information is pertinent to the full addressing of this NEPA adequacy question:

- Ongoing analyses in the Interior Columbia Basin Ecosystem Management Plan (ICBEMP) have not indicated any new or significant information that would modify the management direction in this allotment; that plan’s broad scale not allowing for the specificity of the KFRA RMP.
- Limited rangeland monitoring studies (or other resource studies) have not been performed on this allotment since it is a low priority “C” (custodial) category allotment that is small in size, fragmented and intermingled with private lands limiting some management options. Besides the invasive juniper problem, there have been no other indications in recent years, that the allotment has any critical resource related problems that need extensive monitoring. Recent utilization checks – including a utilization pattern map in 2000 – have indicated that the current grazing use is consistent with LUP objectives and appropriate for the perpetuation and/or improvement of the vegetation community.
- In accordance with 43 CFR 4180 and related policy direction, the Klamath Falls Resource Area is in the process of implementing the Standards for Rangeland Health and Guidelines for Grazing Management (RHSA’s), as approved by the Klamath PAC/RAC. A “Rangeland Health Standards Assessment” was completed on the Horton Allotment in June of 2002, the findings were “All standards met”.

To summarize, the existing analysis and subsequent conclusions in the LUP are still considered valid at this time, including the described and analyzed livestock grazing impacts. Likewise, it is reasonable to conclude that the new information and new circumstances are insignificant with regard to the analysis of the proposed action.

4. Do the methodology and analytical approach used in the existing NEPA document(s) continue to be appropriate for the current proposed action?

Documentation of answer and explanation:

The KFRA RMP/EIS, and subsequent ROD/RMP/RPS, designated domestic livestock grazing as a principle or major use for this allotment under the principle of multiple-use on a sustained yield basis in accordance with FLPMA. The development of the Proposed Resource Management Plan in the RMP/EIS, as adjusted or affirmed by the ROD/RMP/RPS, meets NEPA standards for impact analysis. The methodology and analyses employed in the RMP/EIS are still considered valid as this planning effort is relatively recent (ROD - June 1995) and considered up to date procedurally. Recent formal evaluations of the RMP/ROD/EIS (1999 & 2003) affirmed the validity, adequacy, and appropriateness of this Land Use Plan. Litigation related or induced direction since the ROD has not indicated that the LUP “methodology and analytical approach” is dated, obsolete, or in need of amendment. The plan is “maintained” regularly to keep it current by incorporating new information, updating for new policies and procedures, and correcting errors as they are found. In addition, all the rangeland monitoring, studies, and survey methods (i.e. ESI) utilized in the resource area prior to and during the planning process continue to be accepted (or required) BLM methods and procedures. These accepted methods continue to be utilized where and as needed.

5. Are the direct and indirect impacts of the current proposed action substantially unchanged from those identified in the existing NEPA document(s)? Does the existing NEPA document sufficiently analyze site-specific impacts related to the current proposed action?

Documentation of answer and explanation:

The proposed action is consistent with the impact analysis KFRA RMP/EIS, as affirmed or adjusted by the ROD/RMP/RPS. The impacts of livestock grazing were analyzed in most of the major sections of Chapter 4 - Environmental Consequences (pages 4-1 through 4-143) in the RMP/EIS. No new information has come to light since completion of the plan that would indicate that the previously analyzed direct/indirect impacts would be substantially different. Recent formal evaluations of the RMP/ROD/EIS (1999 & 2003) affirmed the validity, adequacy, and appropriateness of this Land Use Plan, including its impact analysis.

The details of the proposed action were also covered specifically in Appendix H - *Grazing Management and Rangeland Program Summary* (page H-54) of the KFRA ROD/RMP/RPS. During the pre-RMP process in 1990-91, a series of IDT meetings were held to specifically address the formulation of objectives for every grazing allotment in the KFRA. These objectives were based on the monitoring (or related) data collected, past allotment categorization efforts (1982, as subsequently revised), as well as professional judgment based on field observations up to that time. As noted earlier a *Rangeland Health Standards Assessment* was completed for this allotment during FY 2002. During the mid 1980's there were documented over utilization problems on the allotment. Since then, the allotment has been rested for many years and the current use levels seem to be generally light and well within the LUP objectives.

The ridgeline within this allotment will be monitored for archaeological sites to determine if ground conditions in regards to cultural resources have changed during the life of this renewed permit.

In summary, it is thought at this time, based on current information and judgment, that this NEPA Adequacy “question” is in the affirmative; that the direct and indirect impacts of re-issuing this grazing permit are unchanged from that identified in the LUP and that plan also adequately analyzes the site-specific impacts.

6. Can you conclude without additional analysis or information that the cumulative impacts that would result from implementation of the current proposed action are substantially unchanged from those analyzed in the existing NEPA document(s)?

Documentation of answer and explanation:

The proposed action as analyzed in the PRMP of the KFRA RMP/EIS, as affirmed or adjusted by the ROD/RMP/RPS, would not change analysis of cumulative impacts. Any adverse cumulative impacts are the same as, and within the parameters of, those identified and accepted in that earlier planning effort for this allotments grazing use, since the proposed action was specifically analyzed in the RMP/EIS. Recent formal evaluations of the RMP/ROD/EIS (1999 & 2003) affirmed the validity, adequacy, and appropriateness of this Land Use Plan, including the cumulative impact analysis. In addition, the recent analyses in the Interior Columbia Basin Ecosystem Management Plan (ICBEMP) have not indicated any cumulative impacts beyond those anticipated in the earlier analyses. (In addition, the ICBEMP, due to its regional approach, does not have the specificity of the RMP.)

7. Are the public involvement and interagency review associated with existing NEPA document(s) adequately for the current proposed action?

Documentation of answer and explanation:

The KFRA RMP/EIS and ROD/RMP/RPS were distributed to all interested publics and other government agencies for review. Since this proposed permit/lease issuance is essentially as listed in the LUP - and that plan went through all of the appropriate and legally required public/agency review - public involvement is considered at least adequate.

All of those publics/agencies have also been kept informed of plan implementation through periodic planning update reports. These planning updates, or Annual Program Summaries as they are now called, include information on range program and project accomplishments, updates to the RPS, monitoring accomplishment reports, planned activities for the upcoming year, allotment evaluation and Rangeland Health Standards Assessment scheduling, and other information necessary to allow for adequate public involvement opportunities.

No specific public involvement or “interested public” status (under the grazing regulations at 43 CFR 4100.0-5) has been requested for this allotment, with the exception of the existing permittee, who is granted automatic status.

E. Interdisciplinary Analysis: Identify those team members conducting or participating in the preparation of this worksheet.

<u>Name</u>	<u>Title</u>	<u>Resource Represented</u>
Tonya Pinckney	Rangeland Technician	Author/Grazing Mgmt.

(See cover sheet for other participants and/or reviewers)

F. Mitigation Measures:

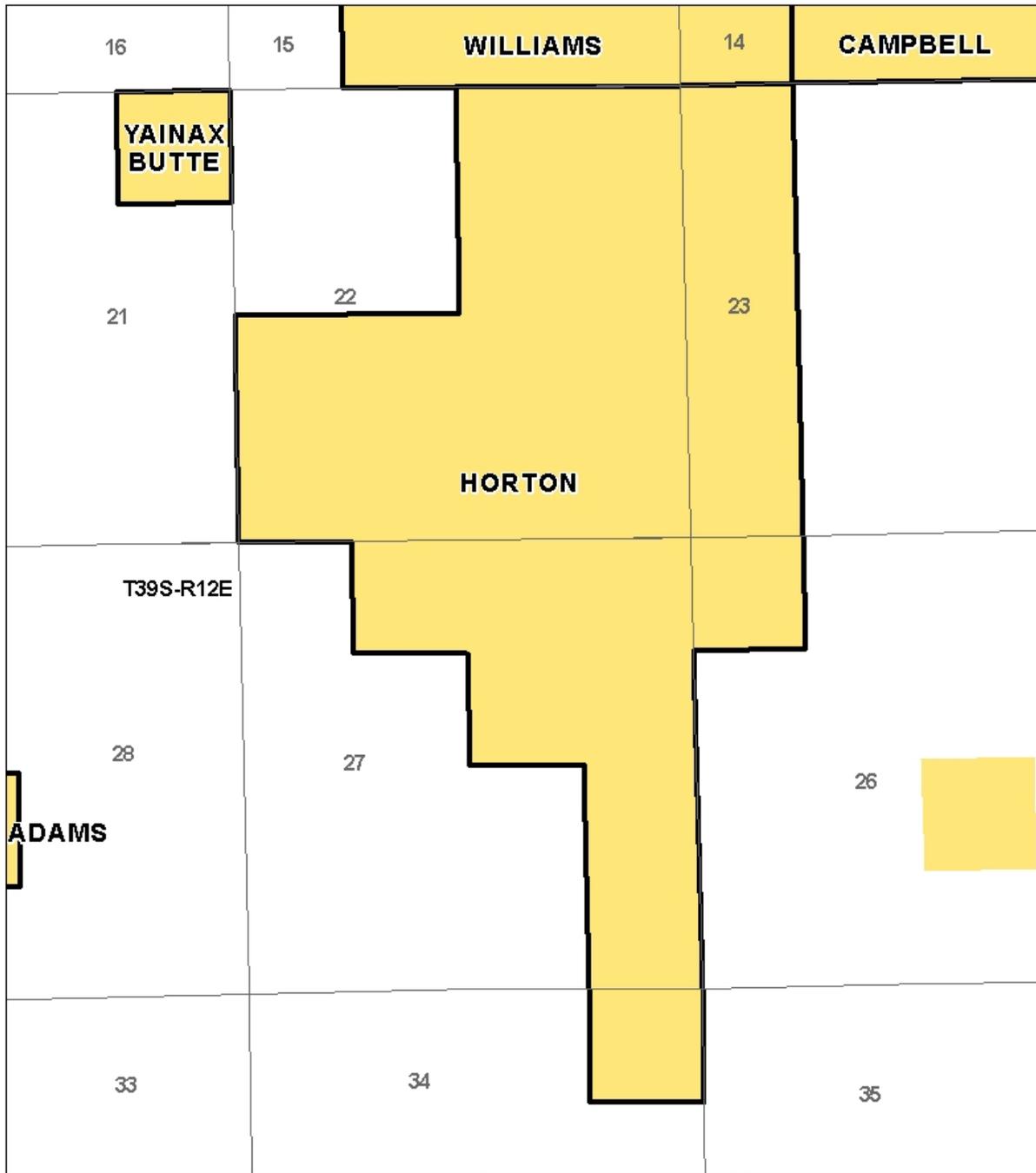
There are no specific mitigation measures recommended or needed.

CONCLUSION

Based on the review documented above, I conclude that this proposal conforms to the applicable land use plan and that the existing NEPA documentation fully covers the proposed action and constitute BLM's compliance with the requirements of NEPA.

/s/ Donald J. Holmstrom
Field Manager, Klamath Falls Resource Area

3/15/2011
Date



Horton Allotment

Legend

-  Allotment
-  Bureau of Land Management
-  U.S. Forest Service
-  Bureau of Reclamation
-  U.S. Fish and Wildlife Service
-  State
- Private/Unknown



0 0.2 0.4 Miles



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