

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

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

Guidelines:

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

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be reviewed periodically to insure the lands being utilized are consistent with the purpose for which the lands were withdrawn.

Guidelines:

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

Public Health and Safety

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

Rationale:

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

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

increase over the life of this Plan, many blocks of BLM administered land will experience a corresponding increase in the overall amount and concentration of recreational visitation. Beyond numbers alone, the Guidelines section below provides additional attributes that may influence the need for a firearm discharge closure.

Federal Register firearm closures have been established to protect wildlife resources and other natural and cultural features, reduce vandalism, and to improve public safety. Examples include closures at Badlands Rock and Fryrear Road to protect raptors, and at Rosland OHV area to protect humans. These closures will be continued as presently enforced.

Allocations/Allowable Uses:

See Table 8 and Table 9 for specific closures and conditions. See Table 10 for Closures included in the Federal Register prior to the Upper Deschutes Resource Management Plan.

Guidelines:

1. **Area of High visitation** – BLM administered lands, including lands adjacent to other city, county, state and federal agencies that experience heavy concentrations of visitors engaged in non-shooting activities, now and in the near future, many be closed to all firearm discharge or firearm discharge unless legally hunting (see glossary for definition of hunting). Decisions concerning these firearm discharge closures will consider numerous factors including but not limited to:
 - a. Incidences of dangerous firearm discharge (e.g. BLM firearm discharge citations, reports of recreationists being hit, or nearly hit by firearm discharge).
 - b. Type of recreational activity.
 - c. Compatibility of activities.
 - d. Type and size of recreational groups .
 - e. Geography and topography.
 - f. Presence of facilities (parking lots, bathrooms, roads, trails, interpretive signs and exhibits).
 - g. Land status of surrounding properties.
 - h. Ease of closure enforcement.
2. **BLM administered land** – BLM administered land considered for closure to all firearm discharge, or firearm discharge unless legally hunting, will be evaluated for the present and near future intensity of recreational use and other factors identified in the preceding paragraph.
3. **Other Public Land** - City, county, state and federal agencies managing land adjoining BLM administered land where the non-shooting public visits in heavy concentrations may request a closure of firearm discharge on adjoining BLM administered land. These agencies must have previously implemented a firearm discharge closure on their adjoining land, and the closure must be established under agency law or regulation. Many factors will be considered in the establishment of these closures including those identified in the preceding paragraphs.
4. **Border closures of large parcels of BLM administered land** - At the request of a government entity, BLM will consider extending an existing public land closure of all firearm discharge, or firearm discharge unless legally hunting, into large contiguous parcels of BLM administered land. Border closure distances will consider ease of boundary identification, and local conditions described above; and will generally be between 150 yards and one mile in depth.
5. **Small isolated parcels** - Isolated BLM parcels adjoined on at least 1 side by public lands closed to firearm discharge will be considered for closure to all firearm discharge, or firearm discharge unless legally hunting, in their entirety if:
 - a. The parcel is about 360 acres in size, or smaller, or
 - b. More than half of the isolated parcel is 1/2-mile in length or width, or narrower.
6. All closures provide for the authorized officer to make exceptions to the closure on a case-by-case basis.

7. A closure to all firearm discharge will not apply to:
 - a. BLM personnel including but not limited to: Acting in defense or protection of an individual, dispatching a critically injured animal for humane purposes, or dispatching a dangerous or damage-causing animal, or
 - b. Other government personnel in emergency situations, or
 - c. Discharge of projectiles with a limited range where, should the shooter miss their target, the projectile is likely to hit the ground before hitting other unintended targets including but not limited to: A bow or compound bow and arrow, a slingshot, a BB gun, or a paintball gun, or
 - d. Discharge of weapons utilizing “blank” ammunition where no projectile is discharged including but not limited to: Blanks for dog training purposes, or by the military for official training purposes.

Objective PHS – 2: In non-motorized areas, provide for a recreation experience compatible with the desired recreation setting and a reduced chance of experiencing people engaged in firearm discharge activities.

Rationale:

Recreationists visiting areas Closed to All Motorized Use (see Recreation section) are expected to possess a relatively heightened sensitivity to firearm discharge. Closures to all or some firearm discharge would complement the non-motorized recreation experience and emphasize use compatibility. Closures to all firearm discharge would reduce hunting and target shooting opportunities but increase opportunities to recreate in a natural setting with a reduced chance for user conflict. Closures to firearm discharge unless legally hunting would maintain hunting opportunities but still provide some reduction in user conflict.

Allocations/Allowable Uses:

See Tables 8, 9 and 10 for specific closures and conditions.

Guidelines:

1. Closed to Motorized Vehicles – Areas designated Non-Motorized Exclusive (see Recreation section) will be closed to all firearm discharge, or firearm discharge unless legally hunting.
2. Decisions concerning these firearm discharge closures will consider numerous factors including but not limited to:
 - a. Incidences of dangerous firearm discharge (e.g. BLM firearm discharge citations, reports of recreationists being hit, or nearly hit by firearm discharge).
 - b. Type of recreational activity .
 - c. Compatibility of activities.
 - d. Type and size of recreational groups.
 - e. Geography and topography .
 - f. Presence of facilities (parking lots, bathrooms, roads, trails, interpretive signs and exhibits) .
 - g. Land status of surrounding properties.
 - h. Ease of closure enforcement.
3. Areas adjacent to other public lands or private lands zoned for agricultural or forest uses may remain open to firearm discharge if consistent with adjacent land management direction.

Objective PHS – 3: Protect developed facilities, or natural and cultural resources from the impacts of firearm discharge.

Rationale:

Developed facilities, or natural and cultural resources may also require protection from the impacts of firearm discharge, especially in regard to unique resources, or in areas of repeated problems. Wildlife protection is the most obvious, for example, raptors and

bats can be disturbed by the sounds of firearm discharge, and can be killed by firearm projectiles. Geologic and cultural features can also be damaged or destroyed by firearm projectiles. For instance, blazed trees within the proposed Wagon Road ACEC have already been impacted by visitors discharging firearms. Developed facilities can also be incompatible with firearm discharge, like the example of an electrical substation sited on BLM administered land.

Allocations/Allowable Uses:

See Tables 8, 9 and 10 for specific closures and conditions.

Guidelines:

1. BLM administered lands with reoccurring firearm discharge problems (identified by staff specialists and/or general public), or lands containing important developed facilities, or natural and cultural resources (including but not limited to unique natural resources, sensitive species, geologic features, and historical and archaeological remains) may be closed to all firearm discharge or firearm discharge unless legally hunting.

Objective PHS - 4: In coordination with local governments, reduce risk of errant firearm discharge in and around residentially zoned¹⁰ areas adjacent to BLM administered lands.

Rationale:

Unregulated firearm discharge occurring adjacent to residential areas, especially high density residential areas, can pose a threat to human life. That threat, actual or perceived, varies among the many subdivisions and communities adjacent to BLM administered land within the planning area. Under this objective, local citizens and their elected officials will initially be required to assess the threat to human life and the need for a firearm discharge closure on private land adjacent to BLM administered land. City, county and state governments retain the authority to regulate firearm discharge upon their respective lands, and each entity will examine current firearm discharge concerns, and existing management goals. This approach is intended to promote public awareness of the firearm discharge issue, provide for an open discussion of the costs and benefits of proposed closures, and increase support for, and joint enforcement (BLM and local governments) of, any closures that are ultimately implemented. With private land closures in place, the involved city or county may then request BLM implement a complementary closure on BLM administered land.

Guidelines:

1. Private land firearm discharge closures will have to be lawfully established under formal land use processes.
2. Decisions concerning placement of a boundary closure, or closure of an isolated parcel, will consider numerous factors including but not limited to:
 - a. Incidences of dangerous firearm discharge (e.g. BLM firearm discharge citations, reports of recreationists being hit, or nearly hit by firearm discharge).
 - b. Type of recreational activity.
 - c. Compatibility of activities.
 - d. Type and size of recreational groups.
 - e. Geography and topography.
 - f. Presence of facilities (parking lots, bathrooms, roads, trails, interpretive signs and exhibits).
 - g. Land status of surrounding properties.
 - h. Ease of closure enforcement.

¹⁰May apply to other types of land use zones with non-conforming uses, and high-density residential developments in non-residential zones.

3. Border closures of large parcels of BLM administered land - At the request of a government entity, BLM will consider extending an existing private land closure of all firearm discharge into large contiguous parcels of BLM administered land. Border closure distances will consider ease of boundary identification, and local conditions described above; and will generally be between 150 yards and one mile in depth.
4. Small isolated parcels - Isolated BLM parcels adjoined on at least 2 sides by residentially-zoned private land that have been closed to all firearm discharge will be considered for closure to all firearm discharge in their entirety if:
 - a. The parcel is about 360 acres in size, or smaller, or
 - b. More than half of the isolated parcel is 1/2-mile in length or width, or narrower.
5. BLM administered lands within or adjoining City Limits, Urban Growth Boundaries (UGBs), or Unincorporated Communities - Cities within the planning area have closed all lands within either their city limits or UGBs to all firearm discharge. Unincorporated communities may also implement similar closures. Utilizing whichever boundary has been closed to all firearm discharge, a city or unincorporated community (via county government) may request that:
6. Large adjoining parcels of BLM administered land will be considered for a border closure to all firearm discharge as described in Guideline 3 above, or;
7. Isolated parcels of BLM administered land will be considered for closure to all firearm discharge in their entirety as described in Guideline 4 above.

Table 8: Areas Closed to all firearm discharge

Location	RMP Objective Met by Closure		
	PHS – 1	PHS – 2	PHS – 3
Bend/Redmond Block (Immediately west of Cline Falls State Park, Redmond Caves, isolated 40-acre parcel with white bridge along Hwy. 97, Young Avenue isolated parcel, BPA substation, southwest of McGrath Road including Historic Roads ACEC, west of N. Unit Canal and north of Hwy. 126, west of N. Unit Canal and south of Hwy. 126 for approx. 1 mile)	X	X	X
Cline Buttes Block (2 triangular isolated pieces east of Middle Deschutes River, Jaguar Road isolated parcel, Tumalo Canal ACEC, 3 canyons west of Barr Road and south of Hwy. 126 (corresponds with areas where only non-motorized trails are allowed))	X	X	X
Horse Ridge Block (40-acre and 80-acre peninsulas on the west side of the Conestoga Hills subdivision, north of Rickert Road and south of Hwy. 20)	X	X	X
La Pine Block (8 isolated parcels north of La Pine)	X	X	X
Mayfield Pond Block (Airport allotment isolated parcel)	X	X	X
North Millican Block (Dry River Canyon, north of Hwy. 20 (east of Route 8 entrance to Badlands WSA))	X		X
Northwest Block (Sisters Bouldering Area)	X	X	X
Prineville Block (Barnes Butte)	X	X	X
Prineville Reservoir Block (160 acres surrounded by Prineville Lake Estates, Units 1&2 subdivision)	X	X	X
Steamboat Rock Block (All isolated pieces)	X	X	X
Tumalo Block (1025-acre parcel south and east of Tumalo Reservoir)	X	X	X

Table 9: Areas Closed to firearm discharge unless legally hunting

Location	RMP Objective Met by Closure		
	PHS – 1	PHS – 1	PHS – 1
Badlands Block (Entire Badlands Block except 1/4 mile around Badlands Rock from March 1 to August 31)	X	X	X
Cline Buttes Block (Main block – All BLM-administered land south of Hwy. 126, and east of Cline Falls Highway except where a firearm discharge closure already exists)	X	X	X
Horse Ridge Block (Between new and old Highway 20, Horse Ridge proper (approx. SE 2/5ths of the block))	X	X	X
La Pine Block (4 isolated parcels in southern section of block, near Little Deschutes River)	X	X	X
Mayfield Block (1/2 mile around Mayfield Pond, Main block – south of Alfalfa Market Road)	X	X	X
Millican Plateau Block (Powell Butte RNA, contiguous and west of the Lower Crooked WSR, west side of Lower Crooked River north of WSR section, west of Millican/West Butte Road for 2 miles south from northernmost point of peninsula)	X	X	X
Northwest Block (3 isolated 40-acre parcels, 1 isolated 80-acre parcel, 1 isolated 120-acre parcel)	X	X	X
Prineville Block (Powell Buttes)	X	X	X
Prineville Reservoir Block (Isolated and limited contiguous BLM-administered lands east of the Crooked River, north of the WSR segment, contiguous and east of Lower Crooked WSR and contiguous and west of BOR/Prineville Reservoir)	X	X	X
Smith Rock Block (All BLM-administered lands in the Block)	X	X	X
Steamboat Rock Block (Large parcel – north of Lower Bridge Road, Middle Deschutes WSR, south of Lower Bridge Road outside of the WSR corridor, isolated pieces along Middle Deschutes and Crooked Rivers north of WSR boundaries, western portion of Steelhead Falls WSA outside Middle Deschutes WSR)	X	X	X
Tumalo Block (Entire block except where a firearm discharge closure already exists)	X	X	X

Table 10: Closure* guidelines in Federal Register

Closure Area	Closure Type	Closure Period	Purpose	Federal Register
Badlands Rock	Closed to shooting**	March 1 to August 31	Reduce negative impacts to a nesting pair of prairie falcons.	June 9, 2000 Vol. 65, No. 112
Fryrear Road Area	Closed to shooting**	January 1 to August 31	Protect nesting golden eagles.	January 16, 1998 Vol. 63, No. 11
Rosland OHV Area	Closed to shooting**	Year round	Increase visitor safety and public satisfaction and to reduce impacts to soils, vegetation, wildlife, and cultural resources.	August 27, 1998 Vol. 63, No. 166

*All existing closures provide for the authorized officer to make exceptions to the closure on a case-by-case basis.

**Shooting is defined as the discharge of firearms. A firearm is defined as a weapon, by whatever name known, which is designed to expel a projectile by the action of powder and which is readily capable of use as a weapon.

Objective PHS - 5: To protect resource values, preserve public health, safety, and welfare, minimize user conflicts, and maintain a consistent and cooperative working relationship between local, state, and federal law enforcement resources without the duplication of new federal law and/or regulations.

Rationale:

Currently BLM law enforcement rangers can only enforce limited Oregon state and local laws. This limited ability reduces BLM law enforcement's effectiveness, requires increased time and support from state, county, and city law enforcement officers, and diminishes the level of public safety on BLM administered lands. There is a need for supplementary rules for federal enforcement of existing state laws on federal lands. The public is already accustomed and educated about these existing state laws. With improved authority, BLM law enforcement rangers would be better prepared to respond to and handle violations on BLM administered land, improve cooperation with law enforcement officers working in adjacent jurisdictions, and further public health and safety.

Allocations/Allowable Uses:

1. Federal law enforcement officers will be authorized to enforce the following existing state laws on federal lands within the Upper Deschutes planning area:
 - a. Operation and use of a motor vehicle on public lands in violation of Oregon State motor vehicle laws.
 - b. Possession and or use of alcoholic beverages in violation of any Oregon State alcohol liquor laws.
 - c. Taking possession of, occupying, or otherwise using public lands for residential purposes without a permit from the Bureau of Land Management.
 - d. Possession and or use of a firearm in violation of any Oregon State firearm laws.

Objective PHS – 6: Reduce opportunities for illegal dumping of residential, commercial, industrial, and hazardous waste throughout the planning area, especially in habitual dumping areas.

Rationale:

Numerous meetings of the Public Health and Safety Issue Team provided a number of basic observations. First, habitual dumping areas seem most likely to be observed near urban or rural residential areas. Next, most habitual dumping areas can be found along user-created travel ways (opposed to the designated road system). A third observation linked dumping activities with lands that allow full-sized vehicle access.

Guidelines:

1. Restrict or eliminate access to user-created travel ways leading to habitual dumping areas. While dumping is widespread throughout the planning area, the following sites have been identified as being especially problematic:
 - a. South of Prineville along Millican/West Butte Road;
 - b. South of Prineville at Juniper Canyon;
 - c. South of Prineville off Remington Road;
 - d. South of O'Neil Highway and west of the North Unit Canal;
 - e. East of Redmond and west of the North Unit Canal;
 - f. South of Redmond along Airport Avenue;
 - g. Northeast of Bend off of the Powell Butte Highway;
 - h. Immediately north and south of Alfalfa Market Road;
 - i. Barr Road in the southern portion of Cline Buttes;
 - j. Lands at the State Highway 126/Barr Road/Buckhorn Road intersection;
 - k. Steamboat Rock area west of Terrebonne and South of Crooked River Ranch;
 - l. Numerous locations in La Pine.

Objective PHS – 7: Protect public health and safety, maintain appropriate recreation opportunities, and reduce the risk of wildland fire associated with high use, habitual problem areas and/or special management considerations.

Rationale:

Historically, unmanaged campfires have escaped beyond their desired confines, serving as an ignition source for wildland fires. Undesired effects of these fires include threats to human life, property, and natural and cultural resources. These threats are especially significant in urban interface areas synonymous with much of the planning area, where high densities of people and residences can be found. Both communities and individuals have made specific requests for campfire closures as part of the RMP process. Additionally, some areas are managed for recreational experiences that do not include campfires, or campfires may conflict with the values for which an area is managed. Finally, parcels adjacent to the Middle Deschutes and Lower Crooked Wild and Scenic Rivers are closed to campfires for consistency with the existing management direction for the aforementioned special areas.

Allocations/Allowable Uses:

1. The following areas are closed to campfires seasonally, from June 1 to October 15th. If determined necessary, the fire closures could be extended based on existing conditions:
 - a. All BLM parcels in the Steamboat Rock block;
 - b. Harper Road parcel in Cline Buttes.
2. The following areas are closed to campfires year-round:
 - a. Powell Butte RNA.
 - b. Horse Ridge RNA.
 - c. Wagon Roads ACEC.
 - d. Tumalo Canal ACEC.
 - e. BLM parcels north and south of Highway 126 and adjacent to Cline Falls State Park.
 - f. Redmond Caves parcel.
 - g. All designated parking areas, staging areas, and trailheads unless specifically authorized and posted.

Archaeology

Objective A – 1: Locate, protect and preserve archaeological resources in accordance with existing legal authorities and policies, with a special emphasis on “at-risk” significant archaeological resources.

Rationale:

The Federal Land Management and Policy Act (FLPMA), directs the BLM to administer archaeological resources on public lands in a manner that will protect them and provide for their proper use. The Archaeological Resources Protection Act (ARPA), as amended, defines and protects archaeological resources on Federal lands, establishes a permit system for resource recovery, requires agencies to survey lands under their jurisdiction that are likely to contain the most scientifically valuable archaeological resources, and establishes civil and criminal penalties for an individual(s) that violate the Act. The National Historic Preservation Act (NHPA), as amended, provides a national policy for historic preservation, establishes a National Register of Historic Places (NRHP) designation for important properties, protects sites from destruction without appropriate data recovery, and requires that historic properties be utilized in agency missions when warranted. Executive Order 11593, directs Federal agencies to inventory public lands and to nominate eligible properties to the NRHP. BLM 8100 provides management policy and use allocations for the disposition and utilization of agency-administered heritage resources.