

SANDY RIVER BASIN INTEGRATED MANAGEMENT PLAN

CHAPTER 5



Chapter 5: Benefits-Based Management Framework

The specific experience and benefit outcomes targeted by management objectives were determined by considering supply and demand, including the capacity of each recreation management zone to produce desired recreation opportunities, the availability of other similar opportunities within the immediate market area, and the preferences of recreationists. The majority of this work was accomplished through public open houses and focus group meetings held in and around the planning area.

Not all kinds of recreation opportunities desired by everyone can be provided within the SRBIMP boundaries. This plan targets those outcomes most appropriate to each unit, considering factors such as adjacent recreation opportunities, the capability of the land base, and the capacity of the BLM and other collaborating providers to produce and manage the resource.

The targeted activity opportunities and beneficial outcomes are summarized in Tables 12, 13 and 14.

Benefits Based Management (BBM): The central tenant of BBM is to produce recreational opportunities and facilitate the attainment of beneficial outcomes. This requires shifting the focus of recreation management beyond facility development, management controls, and providing services and programs. While providing recreational opportunities are important, value added experiences and benefits will be focused on. The SRBIMP will focus on explicitly defined outcomes of recreation participation rather than on just providing a specific activity.

Management Prescriptions are the necessary physical, social, and managerial conditions that need to exist to realize the achievement of the management objectives. Management prescriptions will describe how the BLM and its various partners will deliver certain benefit opportunities. Recreation management prescriptions are described for three different settings.

Psychological Experiences- Certain zones and areas will be managed to target the delivery of certain psychological experiences and benefit opportunities. Psychological experience can be defined as “outcomes realized by individual participants, on-site during their engagements.” Achieving the objectives in this plan will help to add value to people’s lives, and to maintain the biophysical integrity of varying resources within the SRBIMP planning area.

Other Benefits- The “other” benefits as they pertain to management objectives result in “improved conditions and the prevention of worse conditions” to four different entities.

- *To Individuals-* psychological and physiological benefits to the individual (both on-site and off-site).
- *To Society-* benefits that are realized by society (individual households and communities).

- *To Economics*- benefits that accrue to the local and regional economy (i.e. increased tourism, increased dollars spent at local sporting good retailers).
- *To the Environment*- benefits that are realized by the natural and cultural environment.

Setting Characteristics

- ***Physical Setting***- describes the land and facilities. Prescribes the character of resources and facilities, including remoteness, degree of naturalness and types and amount of development.
- ***Social Setting***- describes the behavior of visitors to the area. Prescribes the character of human use and occupancy, including the amount of contact with other people and evidence of human disturbance.
- ***Managerial Setting***- describes the administrative environment. Prescribes the character of the service delivery system, including visitor services provided by the collaborating partners, program, the degree of management control and regulation, and the overall collaborative community partnership environment.

In order to portray the various “targeted settings”, the SRBIMP planning area was divided into three different recreation management zones (see Figure 11). The Recreation Opportunity Spectrum (ROS) process was then used to map these zones into various classes. The ROS process was specifically used in this plan to facilitate the achievement of targeted benefits.

5.1 Recreation Management Zones:

Table 12 summarizes the components of Benefits Based Management for the three recreation management zones in the SRBIMP. The plan will consist of three recreation management zones: Developed, Frontcountry, and Backcountry. Each recreation management zone will be part of the larger planning areas (Upland and River). Figure 11 provides a graphical illustration of planned zones.

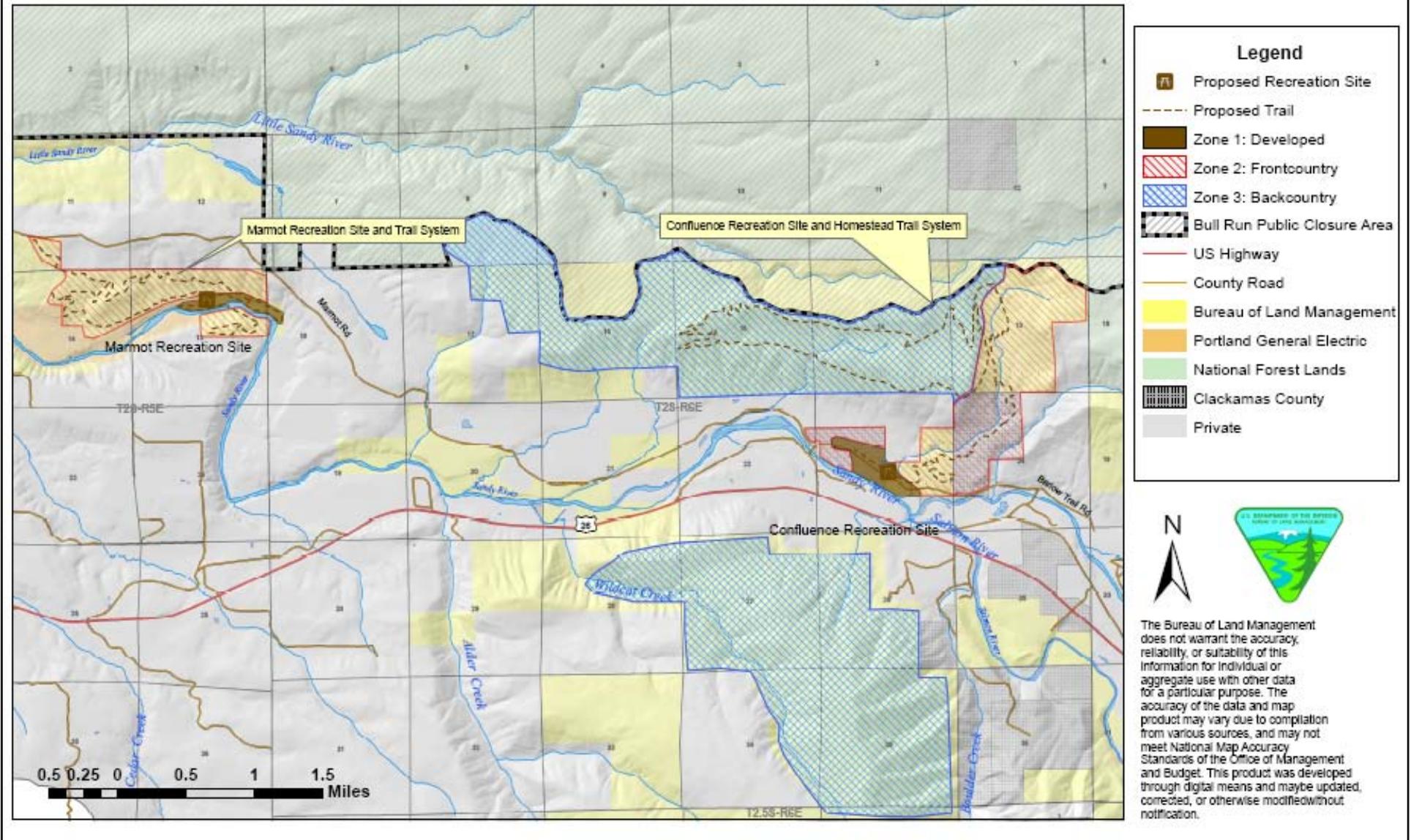
Tables 13 and 14 identify the differences in objectives, targeted benefits and outcomes and setting prescriptions between the two recreation areas: the Marmot Recreation Site and Trail System and the Confluence Recreation Site and Homestead Trail System.

Table 12: BBM Recreation Experience Zones

<p>Zone 1: Developed</p>	<p>Lands designated Zone 1 are relatively small in area, but require a higher level of development and management than other zones. These areas would contain trailhead facilities, restrooms, picnic and parking areas, with access to both land and water-based trails. Trails designed for high use beginner and interpretive experiences are appropriate in this zone. These areas require a high level of management and regular facility, trail, and signage maintenance to meet the diverse experience goals of picnickers, novice and beginner trail users, hikers, and water-based trail users.</p> <p><i>Includes:</i> Proposed recreation sites at the former Marmot Dam site and the Sandy-Salmon Confluence, as well as their immediate vicinities.</p>
<p>Zone 2: Frontcountry</p>	<p>Areas designated Zone 2 are designed for moderate to heavy use by a variety of users. Trails in this area are geared primarily for intermediate level hikers, bicyclists, and equestrians. Trail distances range from 4-6 mile loops from trailheads to a 10-20 mile traverse with connections along the Barlow Trail, or greater if combined with trails in other zones. Trail widths and grade vary, depending up terrain.</p> <p><i>Includes:</i> The Marmot Trail system and significant portions of the Homestead Trail System</p>
<p>Zone 3: Backcountry</p>	<p>Areas designated Zone 3 should have trails and facilities designed for intermediate to advanced users seeking a more primitive experience. Trails in this zone are typically narrower and steeper, and more remote than in Zone 2. Trailhead facilities are minimal with small parking areas and basic kiosk information. Zone 3 areas abut the Bull Run Closure Area in an effort to limit and minimize, but not exclude, trail development and access. To maintain a more primitive feel and limit access, Zone 3 areas are not adjacent to private property, but are “nested” in public lands.</p> <p><i>Includes:</i> Portions of the Homestead Trail System</p>

Figure 11: BBM Recreation Experience Zones

Recreation Experience Zones - SRBIMP



Legend

- Proposed Recreation Site
- Proposed Trail
- Zone 1: Developed
- Zone 2: Frontcountry
- Zone 3: Backcountry
- Bull Run Public Closure Area
- US Highway
- County Road
- Bureau of Land Management
- Portland General Electric
- National Forest Lands
- Clackamas County
- Private

The Bureau of Land Management does not warrant the accuracy, reliability, or suitability of this information for individual or aggregate use with other data for a particular purpose. The accuracy of the data and map product may vary due to compilation from various sources, and may not meet National Map Accuracy Standards of the Office of Management and Budget. This product was developed through digital means and maybe updated, corrected, or otherwise modified without notification.

Table 13 : Benefits Based Management Framework - Marmot Recreation Site and Trail System

<p>Management Objectives</p>	<p>By the year 2012 manage the zone to provide visitors the opportunity to engage in river access, trails-based and day use recreation opportunities along the Sandy River, providing no less than 75% of responding users and affected community residents at least a “moderate” realization of these benefits (i.e. 3.0 on a scale of 1 to 5)providing no less than 75% of responding users at least a “moderate” realization of these benefits (i.e. 3.0 on a Likert scale of 1 to 5).</p>	
<p>Primary Activities</p>	<p>Visitors will engage in day hiking, mountain biking, boating, nature study, and day use picnicking.</p>	
<p style="text-align: center;">Outcomes</p>		
<p>Experiences</p>	<p>Benefits</p>	
<p>Enjoying access to natural settings Enjoying closeness of family and friends Having easier access to a wide range of challenges Learning about natural processes Enjoying easy access to river-related recreation Enjoying group outdoor events</p>	<p><i>Household and Community</i> Heightened sense of community pride and satisfaction Enhanced group cohesion and family bonding Improved functioning in family/community settings</p>	
	<p><i>Economic</i> Increased recognition of the Sandy River/Mt. Hood Corridor as a destination for river-based recreation Increased local tourism revenue and local job opportunities Increased opportunity for commercial angling and boating</p>	
	<p><i>Personal</i> Restored mind from unwanted stress More well informed and responsible visitors Cultivation of outdoor-oriented lifestyle Improved understanding of local environment</p>	
<p style="text-align: center;">Setting Prescriptions</p>		
<p>Physical</p>	<p>Social</p>	<p>Administrative</p>
<p>Mostly natural in appearance. Highest levels of development within or near parking and group use areas. Medium level of development in improved trail system (interpretive and visitor info). Least developed in larger trail system, limited to directional signage.</p>	<p>Large group sizes (50+) in group use and meadow play areas. Frequent encounters along improved trails within site and south of Sandy River. Less frequent trail encounters (15 to 20 per visit) within larger trail system.</p>	<p>Brochures and other visitor information readily available. Rules and regulations clearly posted within site and at trailhead locations. On-site host with regular agency personnel patrols. Possibility for infrequent interpretive programs.</p>

Table 14: Benefits Based Management Framework -Confluence Recreation Site and Homestead Trail System

Management Objectives	By the year 2010 manage the zone to provide visitors the opportunity to engage in <i>non motorized single track day use mountain biking and hiking recreation</i> , providing no less than 75% of responding users at least a “moderate” realization of these benefits (i.e. 3.0 on a Likert scale of 1 to 5).	
Primary Activities	Visitors will engage in day hiking, mountain biking, boating and day use picnicking.	
Outcomes		
Experiences Enjoying frequent exercise Enjoying strenuous exercise Enjoying closeness of family and friends Testing your endurance Developing skills and abilities Promoting self confidence Enjoying quality Pacific Northwest singletrack	Benefits <i>Household and Community</i> Heightened sense of community pride and satisfaction <i>Economic</i> Increased recognition of the Mt. Hood Corridor as a desired destination for single track trail opportunities Enhancement of gateway communities' distinct recreation tourism niche Increased local tourism revenue Reduced health maintenance costs <i>Personal</i> Improved health maintenance Restored mind from unwanted stress Greater cultivation of outdoor oriented lifestyle Greater freedom from urban living Greater aesthetic appreciation	
Setting Prescriptions		
Physical Developed character along Barlow Trail Rd; Middle and Backcountry character as you progress north through the trail system. Mostly natural in appearance, with low levels of developed facilities including trails, restrooms and wayfinding signage.	Social Small group sizes within developed zone, designed for staging to upland trails and river-based use. Trail encounters could range from 15-20 in the developed and middle zones, and less than 10 in the backcountry zone. Higher encounter rates along river and within developed site.	Administrative Brochures will be available for information and opportunities. Rules and regulations clearly posted at site. Agency personnel periodically available. Adopt-a-Trail agreement established for creation and maintenance of resources. Memorandum of Understanding established with County for co-management responsibilities.

Appendix A: Environmental Assessment Public Comment Form and Summary

Provide your input on the future of the Sandy River Basin

BLM
Salem District

Name _____

Address _____

Representing (Agency or Organization) _____ Phone _____

Public Meeting Attended *Portland* _____ *Wildwood* _____ *None* _____

Want to remain on the mailing list? *Yes* _____ *No* _____

What are your ideas regarding the proposed restoration efforts and conservation strategies within the Basin? Where would you like the BLM to focus restoration efforts?

What are your ideas regarding the proposed recreation plans for the Marmot Dam site and Sandy/Salmon Confluence site? Which of the management alternatives (A, B, C or D) do you feel is most appropriate for each site? Are more facilities or river access points needed and if so, where?

What are your ideas regarding trail design alternatives? What alternative best meets the demand for trails in the Basin? What is your favorite trail-based activity?

Use this space to address any other comments or ideas:

Comments, including names and street addresses of respondents, will be available for public review at the Salem District Office during regular business hours, Monday through Friday and may be published as part of planning documents or related correspondence. Individual respondents may request their name or address be withheld from disclosure under the Freedom of Information Act; this must be stated at the beginning of your written comment. Such requests will be honored to the extent allowed by law. All submissions from organizations or businesses (or individuals who identify themselves as representatives), will be made available for public inspection in their entirety.



Comment Summary	
TOPIC: Facility Development	
Prefer Marmot Alt C	21
Prefer Confluence Alt C	18
Prefer Marmot Alt D	7
Prefer Confluence Alt D	6
General Support for Facility Development (no specific alternative chosen)	5
Facility design recommendations (features, amenities, etc)	4
Prefer Confluence Alt B	3
Overnight opportunities should not be provided	3
Confluence site and parking areas need to be moved away from sensitive wetland habitat	2
Include an overnight component	2
Prefer Marmot Alt B	1
Plan is good for local boating	1
<i>TOTAL</i>	<i>73</i>
TOPIC: Trail Development	
General Support for Trail Development (no specific alternative chosen)	27
Need for downhill or 'free-ride' biking opportunities in the plan	14
Prefer Trail Alt C	12
Trail design recommendations	10
No motorized use	7
More access, considerations are needed for equestrian use	7
Prefer Trail Alt B	6
Provide trail connectivity	4
Prefer Trail Alt D	2
No equestrian use on trails	2
Separate user groups	1
Limit trails, type of use to prevent environmental impacts	1
<i>TOTAL</i>	<i>93</i>
Restoration and Ecological Management	
General support for restoration activities (no specific actions commented on)	6

Comment Summary	
Need to improve habitat through restoration	4
Native plants should be used in restoration	2
Restoration efforts should be focused on riparian areas	2
Proposed restoration actions would benefit forest regeneration, large woody debris recruitment and stream habitat complexity	1
Decommissioning of roads and culvert replacement will improve water quality	1
Support for invasive species control	1
Focus restoration on Marmot Dam site	1
Restoration efforts should work to improve viewsheds/visual resources	1
<i>TOTAL</i>	19
General Management	
Offer of volunteer assistance	10
Need to preserve natural and scenic qualities	6
Concerns about fire danger	2
Plan strikes very good balance between ecosystem health and recreation access	1
Limit timber production in planning area	1
Management should be in line with Sandy WSR plan	1
Protect water quality	1
Need to improve awareness of cultural resources	1
Fees should be simplified/streamlined	1
Continue partnerships	1
Recommendations for law enforcement	1
Concerns about BLM's ability to fund these projects	1
Road construction should be minimized	1
Concerns about BLM's ability to fund these projects	1
TOTAL	29
TOTAL	214

Appendix B: Form 1842-I (Information on Appeals)

Form 1842-1
(September 2005)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

INFORMATION ON TAKING APPEALS TO THE INTERIOR BOARD OF LAND APPEALS

DO NOT APPEAL UNLESS

1. This decision is adverse to you,
AND
2. You believe it is incorrect

IF YOU APPEAL, THE FOLLOWING PROCEDURES MUST BE FOLLOWED

- | | |
|---|---|
| 1. NOTICE OF APPEAL | A person served with the decision being appealed must transmit the notice of appeal in time for it to be filed in the office where it is required to be filed within 30 days after the date of service. If a decision is published in the FEDERAL REGISTER, a person not served with the decision must transmit a notice of appeal in time for it to be filed within 30 days after the date of publication (43 CFR 4.411 and 4.413). |
| 2. WHERE TO FILE NOTICE OF APPEAL

WITH COPY TO SOLICITOR... | A. Cindy Enstrom, Cascades Resource Area Field Manager, Bureau of Land Management, 1717 Fabry Road SE, Salem, OR 97306
B. U.S. Department of the Interior, Office of the Regional Solicitor, 805 SW Broadway, Suite 600 Portland, OR 97205 |
| 3. STATEMENT OF REASONS

WITH COPY TO SOLICITOR..... | Within 30 days after filing the Notice of Appeal, File a complete statement of the reasons why you are appealing. This must be filed with the United States Department of the Interior, Office of Hearings and Appeals, Interior Board of Land Appeals, 801 N. Quincy Street, MS 300-QC, Arlington, Virginia 22203 . If you fully stated your reasons for appealing when filing the Notice of Appeal, no additional statement is necessary (43 CFR 4.412 and 4.413).

Same as 2 B. |
| 4. ADVERSE PARTIES | Within 15 days after each document is filed, each adverse party named in the decision and the Regional Solicitor or Field Solicitor having jurisdiction over the State in which the appeal arose must be served with a copy of: (a) the Notice of Appeal, (b) the Statement of Reasons, and (c) any other documents filed (43 CFR 4.413). If the decision concerns the use and disposition of public lands, including land selections under the Alaska Native Claims Settlement Act, as amended, service will be made upon the Associated Solicitor, Division of Land and Water Resources, Office of the Solicitor, U.S. Department of the Interior, Washington, D.C. 20240. If the decision concerns the use and disposition of mineral resources, service will be made upon the Associated Solicitor, Division of Mineral Resources, Office of the Solicitor, U.S. Department of the Interior, Washington, D.C. 20240. |
| 5. PROOF OF SERVICE | Within 15 days after any document is served on an adverse party, file proof of that service with the United States Department of the Interior, Office of Hearings and Appeals, Interior Board of Land Appeals, 801 N. Quincy Street, MS 300-QC, Arlington, Virginia 22203 . This may consist of a certified or registered mail "Return Receipt Card" signed by the adverse party (43 CFR 4.401(c)). |
| 6. REQUEST FOR STAY | Except where program-specific regulations place this decision in full force and effect or provide for an automatic stay, the decision becomes effective upon the expiration of the time allowed for filing an appeal unless a petition for a stay is timely filed together with a <i>Notice of Appeal</i> (43 CFR 4.21). If you wish to file a petition for a stay of the effectiveness of this decision during the time that your appeal is being reviewed by the Interior Board of Land Appeals, the petition for a stay must accompany your notice of appeal (43 CFR 4.21 or 43 CFR 2804.1). A petition for a stay is required to show sufficient justification based on the standards listed below. Copies of the <i>Notice of Appeal</i> and Petition for a Stay must also be submitted to each party named in this decision and to the Interior Board of Land Appeals and to the appropriate Office of the Solicitor (43 CFR 4.413) at the same time the original documents are filed with this office. If you request a stay, you have the burden of proof to demonstrate that a stay should be granted.

Standards for Obtaining a Stay. Except as other provided by law or other pertinent regulations, a petition for a stay of a decision pending appeal shall show sufficient justification based on the following standards: (1) the relative harm to the parties if the stay is granted or denied, (2) the likelihood of the appellant's success on the merits, (3) the likelihood of immediate and irreparable harm if the stay is not granted, and (4) whether the public interest favors granting the stay. |

Unless these procedures are followed your appeal will be subject to dismissal (43 CFR 4.402). Be certain that **all** communications are identified by serial number of the case being appealed.

NOTE: A document is not filed until it is actually received in the proper office (43 CFR 4.401(a)). See 43 CFR Part 4, subpart b for general rules relating to procedures and practice involving appeals.

(Continued on page 2)

43 CFR SUBPART 1821--GENERAL INFORMATION

Sec. 1821.10 Where are BLM offices located? (a) In addition to the Headquarters Office in Washington, D.C. and seven national level support and service centers, BLM operates 12 State Offices each having several subsidiary offices called Field Offices. The addresses of the State Offices can be found in the most recent edition of 43 CFR 1821.10. The State Office geographical areas of jurisdiction are as follows:

STATE OFFICES AND AREAS OF JURISDICTION:

- Alaska State Office ----- Alaska
- Arizona State Office ----- Arizona
- California State Office ----- California
- Colorado State Office ----- Colorado
- Eastern States Office ----- Arkansas, Iowa, Louisiana, Minnesota, Missouri
and, all States east of the Mississippi River
- Idaho State Office ----- Idaho
- Montana State Office ----- Montana, North Dakota and South Dakota
- Nevada State Office ----- Nevada
- New Mexico State Office ----- New Mexico, Kansas, Oklahoma and Texas
- Oregon State Office ----- Oregon and Washington
- Utah State Office ----- Utah
- Wyoming State Office ----- Wyoming and Nebraska

(b) A list of the names, addresses, and geographical areas of jurisdiction of all Field Offices of the Bureau of Land Management can be obtained at the above addresses or any office of the Bureau of Land Management, including the Washington Office, Bureau of Land Management, 1849 C Street, NW, Washington, DC 20240.

(Form 1842-1, September 2005)

Appendix C: Sandy River Basin Water Quality Restoration Plan

SANDY BASIN WATER QUALITY RESTORATION PLAN

Bureau of Land Management; Salem District

March 31, 2009

Document Control Number: BLM/OR/WA/AE-09/031+1792

Executive Summary

The BLM is a Designated Management Agency (DMA) responsible for protecting and restoring water quality on BLM-administered lands. This WQRP contributes to BLM's responsibility as DMA to meet this requirement. The WQRP is integrated with the BLM Sandy River Basin Integrated Management Plan SRBIMP (2008, EA# OR-080-08-16) and outlines a comprehensive strategy for implementing, monitoring, and evaluating management on BLM lands in the basin to address water quality impairment. The *Forest Service and Bureau of Land Management Protocol for Addressing Clean Water Action Section 303(d) Listed Waters* (Protocol) (USDA, 1999), the ODEQ and BLM MOA (2007), and the 2008 Salem District Resource Management Plan direct CWA compliance on federal lands and guide development of WQRPs for BLM administered lands in Oregon. WQRPs are not BLM decisions that would be subject to a different level of public review and comment pursuant to requirements of the National Environmental Policy Act (NEPA). This WQRP serves as an update to information provided in the 2004 ODEQ WQMP (section 6.7.9) and is intended to be adaptive and modified, as necessary and appropriate, based on new and updated information.