

**To:** Peter Mali[pмали@blm.gov]  
**Cc:** Nikki Moore[nmoore@blm.gov]  
**From:** Sally Butts  
**Sent:** 2017-08-10T16:47:06-04:00  
**Importance:** Normal  
**Subject:** Fwd: Final CSNM Conservation Lands Review Report  
**Received:** 2017-08-10T20:33:33-04:00  
[ATT00001.htm](#)  
[CSNM Conservation Lands Review Report FinalDec2016.pdf](#)

Peter,

Here's the report you requested.

Sally

Sent from my iPhone

Begin forwarded message:

**From:** "Nelson, Britta" <bknelson@blm.gov>  
**To:** Sally Butts <sbutts@blm.gov>  
**Subject:** Final CSNM Conservation Lands Review Report

Hi Sally, the final CSNM review report is attached. Britta

----- Forwarded message -----

From: **Nelson, Britta** <bknelson@blm.gov>  
Date: Wed, Jan 4, 2017 at 6:44 AM  
Subject: Final CSNM Conservation Lands Review Report and Closeout Meeting  
To: Joel Brumm <jbrumm@blm.gov>, Gerald Magee <gmagee@blm.gov>, Christopher Knauf <cknauf@blm.gov>, Christopher Dent <cdent@blm.gov>, Leslie Frewing <lfrewing@blm.gov>, Anne Boeder <aboeder@blm.gov>, Udom Hong <uhong@blm.gov>, Chad Schneckenburger <cschneckenburger@blm.gov>  
Cc: Rachel Wootton <rwootton@blm.gov>, Sally Butts <sbutts@blm.gov>, Nikki Moore <nmoore@blm.gov>

Hi  
CSNM Review Team - Happy New Year!

We wanted to let you know the final  
CSNM Conservation Lands Review Report was  
transmitted to Theresa Hanley in late December and is attached  
.

We will be scheduling a close-out meeting with the team for next week so please watch for a calendar invite.

Thanks again for everyone's efforts on the review!

Britta Nelson, M.P.A., Program Analyst  
National Conservation Lands (WO 410)  
Bureau of Land Management  
303.236.0539

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# CASCADE-SISKIYOU NATIONAL MONUMENT

## Conservation Lands Review Report

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### Cascade-Siskiyou National Monument Medford, Oregon

Prepared by:  
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U.S. Department of the Interior, Bureau of Land Management  
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FINAL  
December 2016

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## Executive Summary

Cascade-Siskiyou National Monument (CSNM), located outside of the communities of Medford and Ashland Oregon, is an outstanding representative of the national significance of the National Conservation Lands. The CSNM contains important ecosystem resources including a diverse range of biological, geological, aquatic, archeological, and historic resources that are valued by local, educational, and scientific communities; and regional and national interests. CSNM is unique within the system, being primarily established because of its rich ecosystem diversity. A review was conducted to determine how the BLM is achieving the purposes of Presidential Proclamation 7318, which established the Monument; and the legislation establishing the other National Conservation Lands units in the CSNM including the Soda Mountain Wilderness Area (SMW), Pacific Crest National Scenic Trail (PCNST), and California National Historic Trail (CANHT). The review found complex issues, an active constituency, and dedicated employees. While there are challenges facing the CSNM, there are also resounding successes. This review highlights some of those successes and challenges in order to improve future management of the CSNM and other National Conservation Lands within the system.

### Notable Successes within the CSNM:

1. Land acquisition efforts within CSNM were heralded as an outstanding success, especially by members of the public and employees involved with the PCNST.
2. A beneficial relationship has been established between the BLM and Oregon Department of Forestry to address fire suppression needs on the CSNM and SMW. There is open communication and a common understanding regarding operational requirements for suppression activities within these areas.
3. BLM employees and members of the public value the partnerships for CSNM. Partners include the science community related to Southern Oregon University and CSNM Friends Group.

### A Snapshot of Key Recommendations

1. The CSNM manager should be primarily dedicated to and have decision-making and supervisory authority for the CSNM.
2. Prioritize CSNM implementation actions to help ensure the CSNM RMP is implemented to the fullest extent.
3. Address concerns associated with the Sundance event occurring within the CSNM.
4. The BLM Medford District should gain ecological expertise to meet needs outlined in Proclamation 7318 and the CSNM RMP.
5. Reduce wildfire risk while protecting ecological and other values by developing an aggressive plan of action to reduce the fire risk and implementing RMP actions according to a defined timetable.
6. Communicate with stakeholders about CSNM priorities to help maximize the strong support of interested members of the public.
7. When the CSNM RMP is updated, include wild and scenic river suitability determinations, a PCNST corridor, and remove expired use authorizations.

This review provides information which will help strengthen management practices. An Action Plan will be developed by BLM Oregon and submitted to the Assistant Director for National Conservation Lands and Community Partnerships within six months after receipt of the final report. The Action Plan will detail how report findings and recommendations will be addressed.



View of Pilot Rock, located inside the Soda Mountain Wilderness  
and Cascade-Siskiyou National Monument

## Introduction

The Cascade-Siskiyou National Monument (CSNM), established in 2000, is located outside of the communities of Medford and Ashland in southwest Oregon. The CSNM is managed as part of the Bureau of Land Management's (BLM) Medford District and Ashland Resource Area and is a component of the BLM's National Landscape Conservation System, or National Conservation Lands. Other National Conservation Lands designations within the CSNM are the Soda Mountain Wilderness area, segments of the Pacific Crest National Scenic Trail (PCNST), and a segment of the California National Historic Trail (CANHT). Part of the CSNM is a Wildland-Urban Interface (WUI) area with year-round residents living adjacent to and within CSNM boundaries.

The Washington Office National Conservation Lands Division worked with BLM Oregon to conduct a review of the CSNM and other National Conservation Lands within the Monument. The CSNM was selected for a review in 2015/2016 because of the age of the Monument. The purpose of the review is to take a holistic look at how implementation of the CSNM RMP is achieving the purposes of Presidential Proclamation 7318; and the legislation establishing the SMW, PCNST, and CANHT. The CSNM review was conducted for internal purposes to strengthen management of these lands. Although the review report is not directed toward external audiences, it will be available to the public.

The CSNM review is informed by BLM policy, strategic planning, and past reviews. Direction for the review is provided in *The National Landscape Conservation System: 15-Year Strategy 2010-2025*.<sup>1</sup> The review effort is consistent with direction provided in *BLM Manual 6220: National Monuments, National Conservation Areas, and Similar Designations*.<sup>2</sup> The review is also consistent with the Bureau of Land Management Oregon 2020 Vision.<sup>3</sup> The CSNM review process follows a process that was piloted at the Grand Staircase-Escalante NM in 2010 and followed by subsequent Craters of the Moon NM (2013) and Gunnison Gorge National Conservation Area (NCA) (2014) reviews.

A review team, identified in Appendix B, was assembled in June 2015 and is comprised of BLM Washington Office National Conservation Lands Division and Division of Decision Support, Planning, and NEPA staff, BLM Oregon National Conservation Lands leads and Planning staff, and the Assistant Monument Manager for CSNM. The team identified data sources, collected and reviewed documents, identified possible interviewees, drafted interview questions, and coordinated with BLM Oregon regarding a site visit. A core team completed a site visit November 11 to 19, 2015. That visit included meeting with BLM State and District leadership, BLM employees, interest groups, and individuals; and visiting the CSNM. More than 50 interviews were conducted by the core team prior, during, and following the site visit. Following the site visit, the team analyzed the themes and information discussed in the interviews and found through document review, and compiled a report. Feedback from the Washington Office, Oregon State Office, and Medford District Office has been incorporated into the report.

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<sup>1</sup> *The National Landscape Conservation System: 15 Year Strategy 2010 2025*. Theme 1, Goal 1A. 4: Develop measures and conduct periodic management reviews to assess management effectiveness of Monuments and National Conservation Areas. Apply results of the reviews to adaptively improve management and share best practices.

<sup>2</sup> BLM Manual 6220: National Monuments, National Conservation Areas, and Similar Designations, Section 1.6.G.4.h: "[Land use plans...must] be evaluated at least every five years, consistent with and as required by BLM land use planning guidance.

<sup>3</sup> Oregon Bureau of Land Management 2020 Vision including the Sustainability Goal 2, Objective F: "2f. By 2020 be a 'learning organization' by consistently performing After Action Reviews, sharing lessons learned, and continually improving performance based on experience.

## Background

The CSNM was established on June 9, 2000, by President William J. Clinton through Presidential Proclamation 7318 (Proclamation), under the authority of the Antiquities Act of 1906. The Proclamation recognizes the important ecosystem resources within the Monument including a diverse range of biological, geological, aquatic, archeological, and historic resources. The Proclamation identifies ecologically significant plant communities of the area including Garry and California black oaks woodlands, juniper scablands, wildflower meadows, mixed conifer and white fir forests, Greene's Mariposa lily, Gentner's fritillary, Bellinger's meadowfoam, and a mosaic of grass and shrubs. The Proclamation discusses the critical habitat for many ecologically significant animal species including freshwater snails, butterflies, fish, populations of small mammals, reptiles and amphibian species, and birds, as well as the unique geology of the area that contributes to the ecological diversity of the Monument. The Proclamation identifies unique lithologies and soils that come from the mixing of igneous, metamorphic, and sedimentary geology, and the striking features of Pilot Rock, a remnant of a volcanic vent. The Ewing Young Route State Historic Trail (Oregon/California Wagon Trail), a State of Oregon designation, is recognized in the Proclamation.<sup>4</sup> The Proclamation prohibits the commercial harvest of timber and states, "Removal of trees from within the monument area may take place only if clearly needed for ecological restoration and maintenance or public safety." The Proclamation limits motorized and mechanical vehicle use off-road and required the Secretary of the Interior to study the impacts of grazing on the Monument to determine whether grazing was compatible with the objects of biologic interest within the CSNM. The Proclamation also directs that a quantity of water sufficient to fulfill the needs and purposes for which CSNM was established should be reserved, which does not impact pre-existing water rights. Of the 85,141 acres within the Monument boundary, 65,341 are managed by the BLM, 48 are managed by the Bureau of Reclamation (BOR), and the remaining 19,752 acres are a combination of state and private lands. The CSNM is one of 25 National Monuments managed by the BLM as part of the National Conservation Lands.

The Omnibus Public Land Management Act of 2009 (Public Law 111-11) designated approximately 24,155 acres in the southern portion of CSNM as the Soda Mountain Wilderness (SMW). The BLM acquired two privately owned inholdings in the wilderness in 2012 (552 acres). The SMW is now entirely in BLM-administered federal ownership.<sup>5</sup> Wilderness designation is intended to preserve and protect certain lands in their natural state. Wilderness areas are managed for the use and enjoyment of the American people in a manner that will leave them unimpaired for future use and enjoyment as wilderness, for their protection, for the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness.<sup>6</sup> The SMW is one of 223 wilderness areas managed by the BLM as part of the National Conservation Lands.

The Pacific Crest National Scenic Trail (PCNST) was designated on October 2, 1968, through the National Trails System Act (Public Law 90-543). National scenic trails are continuous and uninterrupted extended, long-distance trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant resources, qualities, values, and associated settings and the primary use or uses of the areas through which such trails may pass.<sup>7</sup> Approximately 19 miles of the 2,663 mile PCNST is located within the CSNM. The PCNST is one of 5 national scenic trails managed, in part, by the BLM.

<sup>4</sup> The Ewing Young Route State Historic Trail is not a Congressionally designated National Historic Trail.

<sup>5</sup> BLM CSNM Manager's Report, 2015.

<sup>6</sup> p. 1, Soda Mountain Wilderness Plan, 2012.

<sup>7</sup> p. G-5, BLM Manual 6280.



The California National Historic Trail (CANHT) was designated in 1978 through an amendment to the National Trails System Act. National historic trails (NHT) are extended, long-distance trails, not necessarily managed as continuous, that follow as closely as possible and practicable the original trails or routes of travel of national historic significance. The purpose of a NHT is the identification and protection of the historic route and the historic remnants and artifacts for public use and enjoyment. A NHT is managed in a manner to protect the nationally significant resources, qualities, values, and associated settings of the areas through which such trails may pass, including the primary use or uses of the trail.<sup>8</sup> About a mile of the 2,000 mile CANHT is located within the CSNM. The CANHT is one of 13 national historic trails managed, in part, by the BLM.

There are unevaluated stream sections within CSNM. Inventory, evaluation for eligibility, and determination regarding suitability is required by the Wild and Scenic Rivers Act (Public Law 90-542). The purpose of WSR designation is to “preserve certain rivers with outstanding natural, cultural, and recreational values in a free-flowing condition for the enjoyment of present and future generations. The WSR Act is notable for safeguarding the special character of these rivers, while also recognizing the potential for their appropriate use and development. It encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection.”<sup>9</sup>

#### CSNM Resource Management Plan (RMP)

The BLM released the CSNM RMP/Draft Environmental Impact Statement (EIS) in June of 2002. The CSNM Record of Decision (ROD) and RMP were signed in August 2008. The CSNM RMP addresses CSNM as a distinct planning area.

Land use level planning decisions identified in the CSNM RMP include:

- land tenure zoning classifications;
- designations of vegetation management areas;
- visual resource management classifications;
- programmatic and site-specific decisions related to livestock grazing;
- decisions regarding transportation and access (except those mandated by the Proclamation);
- wildland fire management;
- recreation management; and
- management of linear rights-of-way and communication sites

The CSNM final RMP (August 2008) addresses management of the CSNM, PCNST, CANHT, and Soda Mountain Wilderness Study Area (WSA). The Soda Mountain WSA was designated as the Soda Mountain Wilderness (SMW) in 2009 and is managed according to the Soda Mountain Wilderness Final Stewardship Plan (April 2012), an implementation-level plan which is tiered to the 2008 CSNM RMP. The Soda Mountain Wilderness Final Stewardship Plan (Wilderness Plan) addresses implementation actions within the SMW as well as actions outside the wilderness area, including wilderness access, trailheads, and interpretive and educational information provided to the public. Other relevant documents include the Soda Mountain Wilderness Area Fire Suppression Plan, 2015; Soda Mountain Communication Site Plan, 2012; and CSNM Interpretation Plan, 2006.

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<sup>8</sup> p. G-4, BLM Manual 6280.

<sup>9</sup> hyperlink, <http://www.rivers.gov/wsr-act.php>

Since the 2008 signing of the CSNM RMP, the BLM has released new and updated manuals. The CSNM RMP predates these policy manuals, and current BLM guidance for the National Conservation Lands may not be reflected in the RMP or associated implementation plans. The land use planning decisions in the CSNM RMP appear to be consistent with the purposes and objectives of the designating proclamation, including protection of the biological diversity, ecological integrity, flora, fauna, geology, biology, climate, topography, and Oregon/California Trail. Actions to address RMP and implementation needs identified in this review will be addressed in the CSNM Review Action Plan.

### **Review Team**

The review team wishes to thank the many BLM employees and external stakeholders who assisted in the CSNM Review. The experiences and information shared with the review team helped the BLM to gain more insight into the management of the conservation lands within CSNM than otherwise would have been possible. This input has provided valuable information regarding outstanding practices in the CSNM that can be shared throughout the National Landscape Conservation System, and can be used to make improvements to further conserve the remarkable resources found on the CSNM.

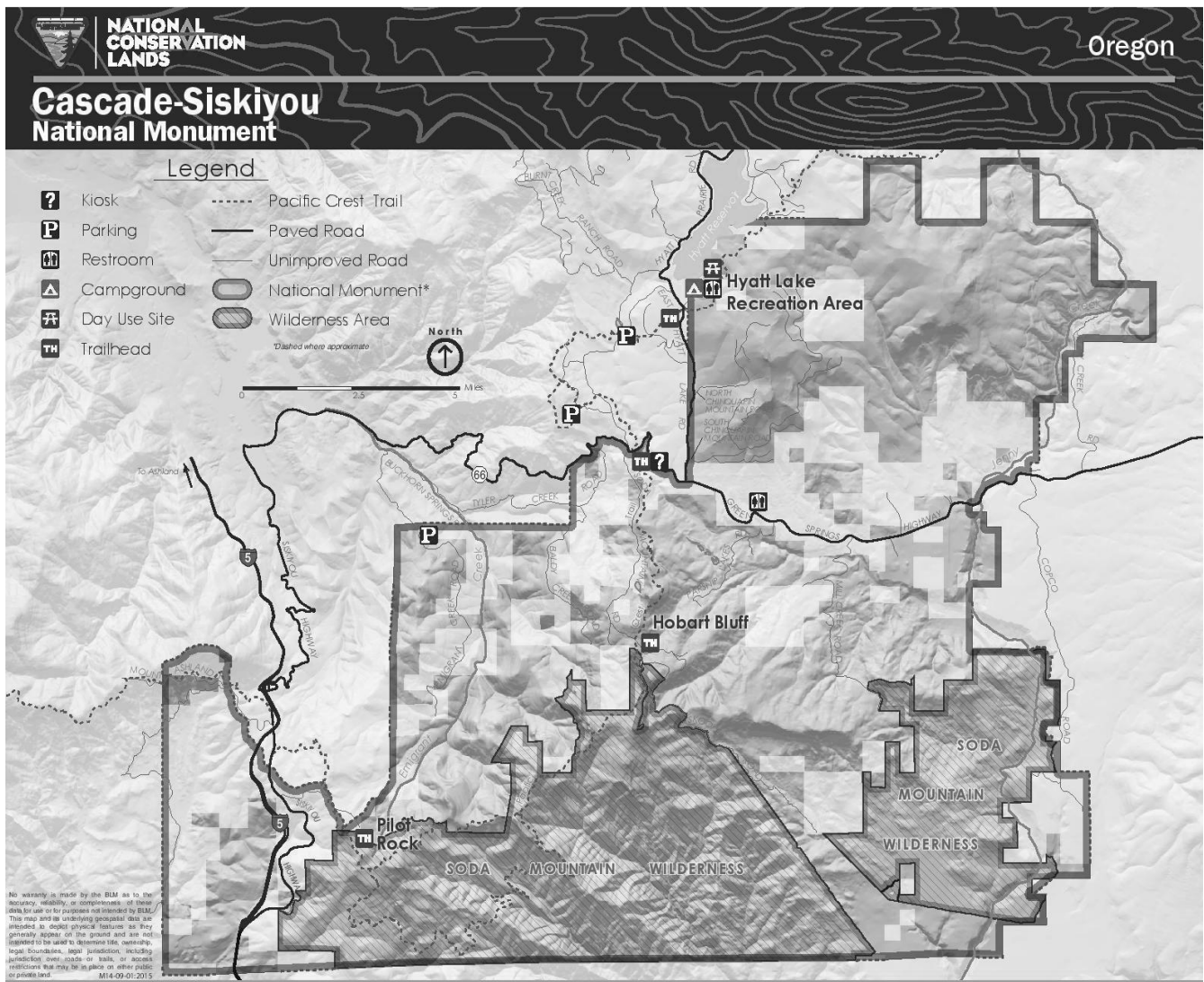
Interview and Core Team (conducted Interviews, developed the review report):

- Britta Nelson, Management and Program Analyst, WO National Conservation Lands Division
- Rachel Wootton, Planning and Environmental Specialist, WO National Conservation Lands Division
- Chad Schneckenberger, Colorado National Conservation Lands Lead (former acting WO NM and NCAs program lead), Colorado State Office
- Udom Hong, Planning and Environmental Analyst, WO Division of Decision Support, Planning & NEPA

Review Team (provided support for the review, reviewed the report, and met bi-weekly prior to the site visit):

- Nikki Moore, Division Chief, WO National Conservation Lands Division
- Sally Butts, Deputy Division Chief, WO National Conservation Lands Division
- Britta Nelson, Management and Program Analyst, WO National Conservation Lands Division
- Chad Schneckenberger, Colorado National Conservation Lands Lead (former acting WO NM and NCAs program lead), Colorado State Office
- Udom Hong, Planning and Environmental Analyst, WO Division of Decision Support, Planning & NEPA
- Rachel Wootton, Planning and Environmental Specialist, WO National Conservation Lands Division
- Jerry Magee, National Conservation Lands State Lead, Oregon BLM State Office
- Leslie Frewing, Planning Coordinator, Oregon BLM State Office
- Anne Boeder, Planner, Oregon BLM State Office
- Chris Dent, Oregon Wild and Scenic Rivers Lead, Oregon BLM State Office
- Chris Knauf, Oregon Scenic and Historic Trails Lead, Oregon BLM State Office
- Joel Brumm, Cascade-Siskiyou National Monument Assistant Manager, Ashland Field Office

## Cascade-Siskiyou National Monument Map



Map: National Conservation Lands Static Map, 2016

## Findings and Recommendations

The review considers if land use allocations and management actions of the CSNM RMP are consistent with the Proclamation; the SMW, PCNST, and CANHT enabling legislation; and BLM regulations and policies applicable to National Conservation Land units and other related special areas. The recommendations identify opportunities to address review findings. A land use plan evaluation has been prepared for BLM Oregon to meet requirements specific to H-1601-1 and is submitted through a separate process.

The report includes background information as needed to provide context for the findings and recommendations. Findings and recommendations are presented in three main categories: designation-related, resource and resource-use related, and administrative.

### Designation Related Findings and Recommendations

#### Cascade-Siskiyou National Monument RMP

Background: The 2008 CSNM RMP contains unique decisions specific to the CSNM and was prepared in accordance with the Proclamation. The Proclamation emphasizes the protection of biological diversity and ecological integrity of the area and mentions the geological, aquatic, archeological, and historic objects within the Monument. The Ewing Young Route State Historic Trail (Oregon/California Wagon Trail) is recognized in the Proclamation. The CSNM RMP prioritizes actions that protect the biological diversity and ecological integrity of the area and places limits on uses of the area. The CSNM RMP identifies the Ewing Young Route trail<sup>10</sup> as one of sixteen historic trails recognized by the State of Oregon in efforts to “develop a statewide program to research, recognize, and promote Oregon’s historic trails as heritage tourism resources”.<sup>11</sup>

Finding: The land use planning decisions in the CSNM RMP appear to be consistent with the purposes and objectives of the designating proclamation, including protection of the biological diversity, ecological integrity, flora, fauna, geology, biology, climate, topography, and Oregon/California Trail.

Finding: The CSNM RMP does not identify areas in the CSNM as exclusion or avoidance areas for new utility corridors or rights-of-way (ROW)<sup>12</sup>, as described in BLM M6220.<sup>13</sup> BLM M6220 was issued after the CSNM RMP was approved.

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<sup>10</sup> Approximately 0.7 miles of the Ewing Young Route State Historic Trail, a State of Oregon designation, cross public lands within CSNM.

<sup>11</sup> Oregon House Bill 2966, 1995.

<sup>12</sup> For linear rights-of-way, proposed management will continue to make BLM-administered lands available for needed rights-of-way consistent with local comprehensive plans, Oregon statewide planning goals and rules, and protection of monument resources (p. 114).

1. Subject to all valid existing rights, with the exception of buried lines within the prism of existing roads, new rights-of-way in the CSNM will be minimized. Rights-of-way may be granted when no feasible alternate route or designated rights-of-way corridor is available, but the authorization will need to be consistent with protecting monument objects and every measure will be taken to minimize negative impacts to monument resources (p. 114-115).
2. In cases where existing rights-of-way are found to negatively impact monument resources, the BLM will work with authorized holders to reduce those impacts where feasible (p. 115). Eliminating negative impacts should be a requirement (p. 115).
3. Three existing corridors within the boundary of the CSNM are identified as Agency Designated Corridors within the Western Regional Corridor Study (Clayton 1992). All three of these corridors have existing authorized facilities within

## Designation-Related Findings and Recommendations

Finding: As consistent with applicable law and BLM policy, the BLM Medford District is encouraging permittees to explore opportunities to minimize the footprint of developments within CSNM. Medford District staff indicated that changes in technology were resulting in decreased footprints of some development.

Finding: While inventorying and monitoring has occurred within CSNM in the past, there is uncertainty about whether the data reflects current conditions. Feedback received through the review indicates additional monitoring of resources and values is necessary to understand conditions and trends.

Finding: The 2015 CSNM Manager's Annual Report includes information about historic monitoring of these resources objects and values: rare and endemic plants, range of fauna, old growth habitat, special plant communities, mosaic of plant communities, broad leaf deciduous riparian trees and shrubs, ecological integrity, natural processes, diversity and richness, and natural ecosystem dynamics.

Finding: The CSNM RMP identifies existing site authorizations and valid existing rights that may include some expired authorizations.<sup>14</sup>

Finding: Although the CSNM RMP states that the BLM will cooperate with the State of Oregon in management of the Ewing Young Route, there has been limited emphasis on the trail or this partnership.

Recommendation: BLM Oregon should determine whether existing data reflect current conditions, identify gaps in the data, and develop an approach to inventory and monitor resources, objects, and values within the Monument. Consider using partnerships to achieve inventory and monitoring objectives.

Recommendation: BLM Oregon should evaluate whether the current categories which report inventorying and monitoring in the Cascade-Siskiyou National Monument Annual Manager's Report accurately represent inventory and monitoring activities and make changes as necessary.

Recommendation: As consistent with applicable law and BLM policy, the BLM should continue to support the minimization of the footprint of authorized developments.

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them. Facilities can include electric power lines, gas or oil pipelines, water pipelines or canals, communication lines, transportation routes, etc. Future facility development is targeted to be within the Agency Designated Corridors (p. 115).

4. Requests for new utility ROW may be authorized in the existing corridors where the proposed use is compatible with the existing facilities (p. 115 CSNM RMP).

<sup>13</sup> BLM Manual 6220. To the greatest extent possible, subject to applicable law, the BLM should through land use planning and project-level processes and decisions, avoid designating or authorizing use of transportation or utility corridors within Monuments and NCAs. To that end, and consistent with applicable law, when developing or revising land use plans for Monuments and NCAs, the BLM will consider: a. designating the Monument or NCA as an exclusion or avoidance area; b. not designating any new transportation or utility corridors within the Monument or NCA if the BLM determines that the corridor would be incompatible with the designating authority or the purposes for which the Monument or NCA was designated; c. relocating any existing designated transportation and utility corridors outside the Monument or NCA. (P. 1-10)

<sup>14</sup> P. 114 and Table O, CSNM RMP.

## Designation-Related Findings and Recommendations

Recommendation: When the RMP is updated, consider classifying CSNM lands as avoidance or exclusion areas in order to prevent utility and other footprint expansion.<sup>15</sup>

Recommendation: Through plan maintenance, ensure that the CSNM RMP lists active valid existing rights and authorizations, not temporary use or expired authorizations, and clarify if the contents of Appendix O in the RMP are active or historic rights and authorizations.

Recommendation: BLM Oregon should work with the State of Oregon to determine the status of the state historic trail program, current objectives for the Ewing Young route, and any further action that may be necessary to support the state's historic trail program. Efforts to support the program must be consistent with the Proclamation and the CSNM RMP.

### Medford District RMP

Background: Mitigation standards are adopted as best management practices from Appendix D of the Medford District RMP (USDI 1995a). The Medford RMP indicates that mitigation measures have been built into the plan with sensitive resources protected through resource allocations, route and cross-country vehicle closures, and limitations and restrictions placed on developments and other activities; and that for more detailed and site-specific analysis, additional measures will be taken to mitigate subsequent impacts to the environment.

Finding: Documentation of the effectiveness of the mitigation measures in minimizing environmental impacts is limited.

Finding: The CSNM is currently being utilized for mitigation efforts. An example is the Oregon Gulch fire salvage on Matrix land allocation adjacent to the SMW and CSNM that has occurred. Fire damaged snag habitat within CSNM were combined with set-aside reserve areas on matrix to contribute to needs of cavity nesting species like the Black-backed woodpecker.

Recommendation: Document effectiveness of best management practices in the mitigation of environmental effects from project implementation.

Recommendation: Due to the permanence of the National Conservation Lands designations (e.g. the CSNM, SMW, PCNST, and CANHT), continue to utilize the CSNM to mitigate impacts from BLM authorized activities outside of the Monument.<sup>16</sup>

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<sup>15</sup> P. 1-10, BLM Manual 6220. To the greatest extent possible, subject to applicable law, the BLM should through land use planning and project-level processes and decisions, avoid designating or authorizing use of transportation or utility corridors within Monuments and NCAs. To that end, and consistent with applicable law, when developing or revising land use plans for Monuments and NCAs, the BLM will consider:

a. designating the Monument or NCA as an exclusion or avoidance area; b. not designating any new transportation or utility corridors within the Monument or NCA if the BLM determines that the corridor would be incompatible with the designating authority or the purposes for which the Monument or NCA was designated; c. relocating any existing designated transportation and utility corridors outside the Monument or NCA.

<sup>16</sup>Interim BLM Mitigation Policy, BLM WO IM 2013-142.

### Soda Mountain Wilderness Area

Background: The 24,155 acre SMW was designated by Congress in 2009, with the Soda Mountain Wilderness Stewardship Plan (Wilderness Plan) developed in 2012. The CSNM RMP was developed prior to the designation of the SMW and addresses management of the Soda Mountain WSA. The Wilderness Plan, an implementation-level plan which tiers to the CSNM RMP, indicates that it “incorporates many of the approved decisions made in the CSNM RMP/ROD that comply with the Wilderness Act and BLM wilderness policy,” and lists several decisions carried forward from the RMP.<sup>17</sup> The Wilderness Plan calls for decommissioning about 23 miles of roads and removing 81 culverts. The Wilderness Plan establishes goals of wilderness management, including:

- to provide for the long-term protection and preservation of the area’s wilderness character under a principle of non-degradation and managing the area’s natural condition, opportunities for solitude, opportunities for primitive and unconfined types of recreation, and any ecological, geological, or other features of scientific, educational, scenic, or historical value present so that they will remain unimpaired;
- manage the wilderness for the use and enjoyment of visitors in a manner that will leave the area unimpaired for future use and enjoyment as wilderness;
- manage the wilderness using the minimum requirements decision guide, equipment, or structure necessary to successfully, safely, and economically accomplish the objective; and
- manage nonconforming but accepted uses permitted by the Wilderness Act and subsequent laws in a manner that will prevent unnecessary or undue degradation of the area’s wilderness character.

Wilderness management objectives and management actions are also identified to address the management of the wilderness area based on the management goals.<sup>18</sup> The Wilderness Plan provides specific management direction for the minimum requirements analysis; recreation uses, signs, interpretation and education, and trails, including the PCNST; cultural resources; restoration; fire, visual resources, and air quality management; valid existing rights; administrative and emergency functions; non-native invasive species; terrestrial and aquatic wildlife transplants; science, research and monitoring; research of natural areas; and collections. The Wilderness Plan also addresses monitoring, plan evaluation, and plan implementation sequence.



Soda Mountain Wilderness

<sup>17</sup> P. 6, 2012, Soda Mountain Wilderness Stewardship Plan.

<sup>18</sup> p. 4-5, 2012, Soda Mountain Wilderness Area Stewardship Plan.

Finding: The BLM is achieving road to trail conversion objectives identified in the Wilderness Plan, decommissioning over 23 miles of road in the SMW from 2013 to 2015. Feedback received during the review indicate decommissioning efforts are a success.

Finding: The CSNM RMP establishes group hiking and camping size limits of 25 in the “North Zone” and 25 (hiking) and 12 (camping) in the “South Zone” due to ecological and other differences. The SMW is within the South Zone. The Wilderness Plan adopted the camping limit of 12 and extended this group size limit to hiking. Group size can exceed 12 if the group divides into subgroups of no more than 12 separated by at least 400 feet while passing through the wilderness, or if the group gets permission for a special reason. It is not clear if the group size limits are helping the BLM achieve objectives from the CSNM and Wilderness Plan.

Finding: The Wilderness Plan includes references to rights and authorizations that may have expired.

Recommendation: Building upon the existing base of support within the community, seek to improve partnerships with hiking, hunting, environmental groups or clubs, and educational institutions to monitor and report wilderness character condition of the area.

Recommendation: Effectiveness of the group size limits in achieving CSNM RMP and Wilderness Plan objectives should be monitored. The CSNM could work with a qualified research institution to determine the effects of group size limits on the SMW, including determining types and locations of use. Based on monitoring results and best available science, consider updating or affirming the group size limits and rationale for the limits as needed to protect the objects of interest for which the Monument was designated, the values of the SWM, and to achieve BLM policy objectives.

Recommendation: Remove references within the Wilderness Plan to rights and authorizations that may have expired.

Recommendation: Through plan maintenance, ensure that the CSNM RMP reflects that the WSA has been designated as wilderness and is managed to the preservation standard, consistent with the Wilderness Act and Wilderness Plan, in recognition of valid existing rights.

#### Eligible and Suitable Wild and Scenic Rivers

Finding: The CSNM RMP does not contain an inventory of eligible WSRs, evaluate eligible sections, or make suitability determinations. There is also no stand-alone evaluation to meet WSR program requirements for eligibility/suitability. Jenny Creek was the only segment inventoried and evaluated in the Medford RMP (1995). WSR program decisions for Jenny Creek were not carried forward from the Medford RMP into the CSNM RMP.

Recommendation: Complete WSR eligibility inventories within the CSNM. Determine if the CSNM RMP includes decisions that protect the free flowing condition, water quality, tentative classification, and outstanding remarkable values of eligible stream segments.



## Designation-Related Findings and Recommendations

Recommendation: Provide interim protection of the resources, objects and values for eligible WSRs pending suitability analysis and determinations.

Recommendation: When the RMP is updated, conduct a comprehensive wild and scenic rivers suitability analysis for all eligible WSRs found in the inventory to determine potential additions to the National Wild and Scenic Rivers System (NWSRS). For those segments determined suitable, prescribe protective measures for the values for which it is being recommended as an addition to the NWSRS and update management actions to ensure protection of the values for the suitable Jenny Creek segment.

### Pacific Crest National Scenic Trail

Background: The CSNM RMP identifies 18.8 miles of the PCNST in the Monument with 12.9 miles located on public land. Agreements are in place with private landowners to allow for access to the PCNST through private lands. The CSNM RMP does not establish a national trail management corridor. The CSNM RMP states that the PCNST will be managed in accordance with the Comprehensive Management Plan for the Pacific Crest National Scenic Trail (USDA 1982) and the national interagency Memorandum of Understanding between USDA Forest Service, USDI National Park Service, Bureau of Land Management, California State Parks, and the Pacific Crest Trail Association (2003, updated 2014). The CSNM RMP also states that the BLM will not conduct thinning projects within 250 feet on either side of the PCNST. The Comprehensive Management Plan for the PCNST recommends a 100-foot corridor for national trail management.



Hiker on the Pacific Crest National Scenic Trail

Finding: Land ownership patterns and other factors make maintenance and operations along segments of the PCNST a challenge.

Finding: Group size limits for the PCNST differ in and outside of the SMW portion of the CSNM. Groups larger than 12 are not allowed in the SMW without prior approval unless they divide into subgroups of no more than 12 separated by at least 400 feet. Groups larger than 25 are not allowed in the CSNM, with exception provided for administrative uses. It is not clear if group size limits are achieving PCNST objectives.

Recommendation: BLM Oregon should develop an operations agreement between the BLM, USFS, and Pacific Crest Trail Association to address maintenance and other operational needs along the trail. Because of needs for the PCNST outside of the CSNM, the BLM Oregon SO should take an active role in developing the operations agreement.

Recommendation: Effectiveness of the group size limits in achieving CSNM RMP objectives should be monitored. BLM Oregon should work with a qualified research institution to determine the effects of

## Designation-Related Findings and Recommendations

group size limits on the PCNST. Based on monitoring results and best available science, consider updating or affirming the group size limits and rationale for the limits as needed to protect the objects of interest for which the Monument was designated and the values of the PCNST and to achieve BLM policy objectives.

Recommendation: When the CSNM RMP is updated, establish a national trail management corridor for the PCNST, per BLM Manual Section 6280. Identify which elements of the PCNST Comprehensive Plan are RMP decisions.

### California National Historic Trail

Background: Approximately one mile of the CANHT trail crosses public land in the Monument. The CSNM RMP states that the CANHT is protected by a 500-foot wide management corridor centered on the trail. The CSNM RMP directs that management actions within this corridor are to be evaluated relative to the trail setting and are to be compatible with the protection and interpretation of trail resources. BLM M6280 requires both establishment of a protective management corridor and consideration of the trail setting when considering project proposals. The CSNM RMP does not explicitly state the nature and purposes of the trail, but states that between 1841 and 1860 more than 200,000 emigrants traveled the California Trail. The Applegate Trail, a branch of the California NHT, was developed by Oregon pioneers as a southern route to Oregon and as a way of avoiding the treacherous descent of the Columbia River. The goals of the CSNM RMP include managing historic trails (the CANHT and the Ewing Young Route) within the Monument to preserve the surrounding natural resource values, cultural resource values and, where appropriate, recreational opportunities; marking where trails cross federal lands; working cooperatively with private organizations, local interest groups, and other agencies interested in the protection and interpretation of historic trails; and protecting the context of historic trails by a 500-foot wide management corridor centered on the trail.

Finding: There is limited emphasis on the management of the CANHT or other historic trails<sup>19</sup> in CSNM.

Recommendation: Determine inventory and interpretation needs and opportunities, including developing partnerships with the Oregon-California Trail Association, National Park Service (administering agency), and other land managers of the CANHT. Opportunities for off-site interpretation should be considered.

Recommendation: When the CSNM RMP is updated, identify the nature and purposes of the CANHT, per BLM Manual Section 6280.

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<sup>19</sup>The Ewing Young Route State Historic Trail (Oregon/California Wagon Trail) is recognized in the Proclamation. The trail is not currently under study for inclusion within the National Trails System and therefore is not subject to BLM M6280. Because the historic trail is identified in the Proclamation, it is subject to BLM M6220. See CSNM findings and recommendations.

## Resource and Resource Use Findings and Recommendations

### Fire Management (Fire Suppression and Fuels Reduction)

Background: The CSNM RMP discusses the role of fire including the existence of fire-dependent plant communities within CSNM. Management tools for the Diversity Emphasis area mentioned in the CSNM RMP include weed treatment, thinning, plant community restoration, and prescribed fire. Part of the CSNM is a Wildland-Urban Interface (WUI) area with year-round residents living adjacent to and within CSNM boundaries. The WUI adds complications for both fire suppression and fuels projects efforts. Suppression tactics are modified due to challenges inherent to the WUI.

Finding: The BLM developed a fire suppression plan for the SMW which describes how suppression activities should occur to minimize ground disturbance and impact on wilderness character. The Oregon Department of Forestry (ODF) is under contract with the BLM regarding suppression activities within the CSNM. The BLM coordinates with the ODF regarding suppression requirements, including holding pre-season meetings with ODF regarding the SMW and CSNM. BLM resource advisors are sent to participate in response teams to ensure special management area objectives and requirements are addressed in the response.

Finding: Individuals interviewed, internal and external to BLM, described the conservation lands within the CSNM as being at high risk to wildland fire due to the buildup of fuels. Those interviewed provided the Oregon Gulch Fire as an example of a “near-miss” for the mountain community of Green Springs. The fire was caused by lightning strike, spread to 35,129 acres in 3 days, and burned portions of the CSNM and SMW in August of 2014.

Finding: Fuels reduction described in the CSNM RMP is limited because of lack of ecological expertise to complete project-level National Environmental Policy Act (NEPA) compliance. Medford DO has indicated they have contracted with retired Rogue River Siskiyou NF area ecologist to develop an ecological based plan for restoring pine plantations in the CSNM. Silvicultural prescriptions for implementing restoration of pine plantations are almost completed, which will also contribute to fuels reduction (dual objectives).

Finding: While the CSNM RMP details prescribed burns and thinning as methods for management of old growth, diversity emphasis, and riparian areas, limited implementation has occurred within CSNM. Some individuals interviewed described fire as important to preserving the ecological balance within CSNM. Some individuals interviewed perceived BLM’s fire suppression methods as heavy-handed.

Finding: Many of the private lands near and adjacent to CSNM within Green Springs are part of a Firewise community. Participation in the Firewise program requires a wildfire risk assessment to be completed, the community to create an action plan based upon that assessment, investment in Firewise actions, conducting a public outreach event, and other steps. Although the BLM participates in outreach efforts, according to some interviewed, private land resources are at risk to wildfire.

Finding: A beneficial relationship has been established between the BLM and the ODF to address fire suppression needs on the CSNM. There is open communication and a common understanding regarding operational requirements for suppression activities within the SMW and CSNM.

Recommendation: Reduce wildfire risk while protecting ecological and other values. Develop an aggressive plan of action to reduce fire risk and implement planned actions according to a defined timetable. A fuels treatment programmatic environmental analysis should conform to the CSNM RMP and demonstrate that actions protect the resources, objects, and values of the CSNM. Partnerships and contracting are options to address immediate needs to complete fuels reduction project-level NEPA for urban interface areas of the CSNM.

Recommendation: The BLM should actively support the local Firewise community, coordinating efforts to mitigate fire risk.

### Land Acquisitions

Background: The CSNM RMP indicates that acquired lands will be managed in accordance with the management direction for the surrounding land area and for the resource values present; and contains management direction for livestock grazing and transportation on acquired lands.<sup>20</sup>

Finding: Throughout the interviews, land acquisition efforts within the Monument were heralded as an outstanding success, especially by members of the public and federal employees involved with the PCNST. Both internal and external interviewees viewed land acquisitions as a top priority as evidenced by the BLM's aggressive CSNM land tenure program. Since FY2010, 12,288 acres inside the 85,141-acre Monument have been acquired, primarily through use of the Land and Water Conservation Fund (LWCF). More than 14 percent of the lands within the CSNM have come into BLM ownership over the past 6 years. Of the 85,141 acres within the Monument boundary, 65,341 are managed by the BLM. Many individuals mentioned the importance of partnerships and the dedicated staff in the Medford Realty program to the successes of completing these acquisitions. In addition, realty staff created a checklist to help them navigate the acquisitions process. This checklist has been included as Appendix G.

Finding: Partners, willing sellers, and members of the community indicated an interest in knowing the priorities for parcel acquisition. Some expressed that they were unsure about priorities for acquisitions and discussed the need for the BLM to be more proactive in developing and maintaining relationships to help achieve land ownership objectives.

Recommendation: Continue working with willing sellers and stakeholders on land acquisitions in CSNM.

Recommendation: Communicate with stakeholders so they are aware of BLM priorities for future acquisitions. BLM land acquisition priorities should be identified within the Action Plan and RMP.

Recommendation: Complete inventories on acquired lands for the CSNM. Determine the appropriate management direction for these lands to protect the resources, objects, and values identified in the Proclamation or legislation.

Recommendation: BLM Oregon is encouraged to share the checklist developed by realty staff in Medford BLM-wide to inform best management practices.

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<sup>20</sup>CSNM RMP p. 72, 88.

### Maka Oyate Sundance Event

Background: The Sundance event, sometimes referred to in BLM official documents as the Maka Oyate Sundance Ceremony or Sundance Group, is a large spiritual event that occurs on public lands in the CSNM each year. The site is accessible by one route, which is approximately 10 miles in length. Between 150 and 500 individuals have attended the event annually, which occurs in July and runs continuously for approximately 2 to 3 weeks. The event has occurred for over 30 years on public lands within the Medford District. A component of the event may lead to individual walking excursions into the SMW. The BLM Medford District Office is currently engaged in government-to-government consultation with the Klamath Tribes and is working on development of a Memorandum of Understanding (MOU) that will serve as the guiding document for a consultation process to accommodate ceremonial use of sacred sites by tribal religious practitioners participating in the Sundance Ceremony. The Maka Oyate Society has indicated that this is an important ceremony for their members, which include members of the Klamath Tribes, and has raised concerns to Congresspersons from Oregon.

Finding: Concerns associated with the event include public health and safety and resource concerns due to fire danger; risks associated with egress and ingress; security and law enforcement issues; and impacts to CSNM resources, objects, and values from the footprint of a large group gathering.

Finding: A Decision Record and Environmental Assessment (EA) were issued for the event in 2007, after the designation of the Monument, but before the CSNM RMP was written. The decision authorized the proposed action as described in the EA, including mandatory and special conditions for authorization of the use and a 3-year renewable authorization to use approximately 580 acres of BLM lands within the CSNM. Determinations of NEPA Adequacy were completed in 2010 (3 year renewal), 2013 (for 2013 only), and 2014 (for 2014 only). These determinations were based on the 2007 EA and Decision Record.

Finding: The BLM has approached authorization of the Maka Oyate Sundance Ceremony differently over time, using permits under the 43 CFR 2920 regulations prior to 2007 and letters of authorization as methods of approval after the 2007 Decision Record. From 2007-2013, the BLM has used letters of authorization for the event due to the event organizers' objections to being placed under a permit. Due to changes in the letter in 2014, it was unsigned by the event organizers. Since 2014, the event has occurred without BLM authorization, letter or permit. The Maka Oyate Sundance Society members shared that the changes in the approval methods made it difficult for them to plan for their ceremony. BLM interviewees indicated that changes to the letter were made in order to accommodate the Sundance event.

Recommendation: Identify any resource concerns through the monitoring of the event site that would require re-visiting the 2007 Decision Record. New information, including the CSNM RMP, public safety risks, and liabilities, should be considered in the analysis. Determine if the decisions are still valid.

Recommendation: The BLM should review agency regulations to determine the most appropriate method of addressing the Sundance event. The BLM should use the method determined appropriate under the regulations. The Oregon SO cultural, lands, and recreation programs should work directly with the Medford DO and CSNM, in coordination with and support from BLM SO and WO leadership, to determine the appropriate method to consider the event.

Planning and NEPA

Note: A Land Use Plan evaluation was prepared by the review team for BLM OR/WA. The evaluation was prepared in accordance with BLM guidance found in the Land Use Planning Handbook, H-1601-1.

Finding: The level of Tribal involvement and BLM outreach to the Klamath Tribes regarding development of the CSNM RMP were discussed in interviews.

Recommendation: When the CSNM RMP is updated, ensure active consultation occurs on the RMP. Consult the current handbook on Tribal Consultation for guidance.

Transportation and Travel Management

Background: The Proclamation indicated that Schoheim Road would be closed and that road closures and travel restrictions were necessary to protect the resources, objects, and values of the CSNM. At the time of CSNM RMP completion, there were 228 miles of BLM-controlled road within CSNM. The RMP includes road closures (whether seasonal, temporary, or long-term), decommissioning, and obliteration as methods for decreasing open road density. CSNM RMP decisions involving travel management include decommissioning 53 miles of road and closing 21 miles of road. The Wilderness Plan detailed the conversion of a portion of Schoheim Road into a foot trail.

Finding: Road decommissioning activities have been a priority within the SMW and were highlighted by many interviewees as a success. Interviewees emphasized the importance of uninterrupted landscape and the connectivity that was a positive result of road decommissioning.

Finding: Some community members interviewed indicated concerns about accessing parts of CSNM, including important research sites, heritage sites, and hunting grounds.

Finding: The road-to-trail conversion for Schoheim Road was completed in 2013, the road was converted into the Lone Pilot Trail.

Finding: A draft travel management plan has recently been completed for CSNM. The Soda Mountain Wilderness Council, the Wilderness Society, the Center for Biological Diversity, and Klamath-Siskiyou Wildlands Center appealed the CSNM RMP decisions regarding transportation and travel management planning to the Interior Board of Land Appeals (IBLA). The parties signed a settlement agreement (IBLA No. 2009-4) which includes a transportation planning requirement.<sup>21</sup> The BLM anticipated the Travel Management Plan (TMP) would be complete in September 2013; however, due to shifts in workload priorities, the draft TMP and environmental assessment for the plan were released on March 25, 2016.

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<sup>21</sup>IBLA No. 2009-4 (Soda Mountain Wilderness Council v. BLM). On September 30, 2009, the BLM and Soda Mountain Wilderness Council et al. reached a settlement agreement related to Soda Mountain's appeal on the RMP for the Cascade-Siskiyou National Monument (IBLA No. 2009-4). The BLM agreed that, in part, BLM will prioritize conducting a transportation management process, the transportation management process will decide whether the roads will be left open, closed, or decommissioned and the means for doing so, and will develop one or more ROD/RMP provisions recognizing the legal requirements to protect Monument objects consistent with the Cascade-Siskiyou National Monument Proclamation. In addition, BLM agreed to include two statements in the ROD relating to road densities. The agreement also included stipulations for maintenance, enforcement, and snowmobiles. The timing of the agreement stated that a Transportation Management Plan Decision Record or Record of Decision be signed by September 2013, barring unforeseen events such as inadequate funding, catastrophic events, explicit redirection of priority (i.e. conflicting direction from BLM Washington Office), or other legal mandates.

## Resource and Resource Use Findings and Recommendations

The draft TMP addresses the management of routes, roads, and one road-to-trail conversion on public lands in the CSNM but outside of the SMW. Because new trail construction is limited through the RMP, the TMP does not establish new trails. The planning process addresses motorized, mechanized, and non-motorized/mechanized uses of the transportation system.<sup>22</sup>

Finding: The CSNM RMP REC-38 states, “New trail construction or designation will be considered only to mitigate resource damage or to improve access in areas where visitation is resulting in the degradation of monument resources.” As a result, the CSNM reacts to resource damage rather than planning and establishing trails to direct visitation appropriately.

Recommendation: When updating the RMP, BLM OR should consider the CSNM RMP decision REC-38<sup>23</sup> and determine whether allowing for new trail construction would better protect the CSNM resources, objects, and values through directing use rather than addressing it after the use and impacts occur.

Recommendation: Make completion of the TMP and implementation of the travel management system a District priority, including providing for road and trail signage, maps, and regular maintenance. Monitor to determine effectiveness of transportation planning decisions.

### Recreation and Visitor Services

Finding: There are differing ideas about the role of recreation within the CSNM, including different perceptions regarding how effective the CSNM RMP is in addressing recreation uses and opportunities. Internally, positions range from providing few amenities for use of the CSNM by recreationists to building recreation-oriented trails and other built-environment features within the CSNM as a draw for recreationists. Externally, some individuals expressed support of facility development adjacent to the Monument to support the purposes of the CSNM and others emphasized the unique science-based exploratory opportunities available on the CSNM.

Recommendation: While there are outstanding opportunities for recreation within the Monument, the Proclamation, CSNM RMP, and other documents specify that the CSNM was designated for its unique geology, biology, climate, and topography. These designated values must be a priority when planning Monument activities and setting priorities within CSNM. This is consistent with BLM policy which encourages the development of new administrative offices, visitor centers, contact stations, and similar facilities within nearby communities to enhance local economic vitality and quality of life and to minimize disturbance within the Monument or NCA.<sup>24</sup> Site hardening to prevent impacts to the resources, objects, and values identified in the Proclamation from recreational uses and to proactively direct use, and

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<sup>22</sup> Draft TMP and EA at: <https://eplanning.blm.gov/epl-front-office/eplanning/planAndProjectSite.do?methodName=renderDefaultPlanOrProjectSite&projectId=59400&dctmId=0b0003e880afee8a>

<sup>23</sup> P. 101, CSNM RMP. REC-38 New trail construction or designation will be considered only to mitigate resource damage or to improve access in areas where visitation is resulting in the degradation of monument resources. New trails, or trail re-routes, will require future site-specific analysis and will be designed in a manner that most effectively protects monument resources from future degradation. Trails will be designed and constructed in accordance with the policies and standards found in BLM Manual 9114. Trails will be avoided in riparian areas. When placement of trails outside of riparian areas is not possible, trails will be designed to minimize impacts by placing trails away from streams and using soil stabilization structures to prevent erosion.

<sup>24</sup>Excerpt from Manual 6220: “When new administrative offices, visitor centers, contact stations, and similar facilities are needed for a Monument or NCA, the BLM will generally develop, or encourage the development of, these facilities within nearby communities to enhance local economic vitality and quality of life and to minimize disturbance within the Monument or NCA.”

## Resource and Resource Use Findings and Recommendations

encouraging low impact forms of recreation are recommended actions within the Monument. As discussed in the Transportation and Travel section of this report, BLM Oregon should consider if the CSNM RMP decision REC-38 should be updated to allow for more flexibility for recreation design to prevent damage, as consistent with objectives of the RMP and Proclamation.

Recommendation: Recreation uses of the CSNM should be focused on allowable and sustainable uses of the Hyatt Lake complex, foot and equestrian travel along the Pacific Crest NST, backcountry primitive uses in the SMW, and science-based exploratory opportunities within the CSNM.

### Partnerships and Volunteers

Background: The BLM has partnerships with the Friends of the CSNM, Southern Oregon University (SOU), PCTA, and other groups. Benefits of these partnerships include environmental education programs for community and elementary schools; research projects including BioBlitzes; and coordination of management along the PCNST. The BLM also has a partnership with the ODF, contracting with the ODF for fire suppression in the SMW, and has worked with ODF to ensure suppression requirements in protected areas are followed.



BLM Employee at the 2015 Butterfly BioBlitz

Finding: The Friends of CSNM are developing programs to bring youth into the Monument. The Friends of CSNM are actively engaging youth through their outreach to local elementary students regarding the Monument, supporting grants for students to conduct research in many different areas (including art and science), and providing a position for a SOU student to join their board. These actions were seen as resounding successes throughout the community and within the BLM.

Finding: The importance of partnerships is mentioned throughout management reports and guiding documents. Partnerships are a priority within CSNM. Former BLM employees indicated that fostering partnerships occurred historically through prioritizing partner activities in the CSNM, communication with the groups involved, proactive communication with interested parties about funding opportunities (i.e. grants), soliciting partners for feedback, and working with partners to inform decision-making. Interviewees indicated that more consistency in communications from the District, Field Office, and CSNM is important (see external communication section of report).

Finding: Volunteer work is conducted by the Friends Group and through the hosting of a small public lands day event, but the volunteer program was not identified as a priority. Interviewees indicated a willingness to volunteer in the Monument to interface with the public regarding CSNM, but current volunteer activities of that nature were not yet available.

Finding: There are many partnership efforts such as coordination with the Friends of CSNM, fire suppression with ODF, past BLM-organized volunteer events (Volunteer Wednesdays), and science and



## Resource and Resource Use Findings and Recommendations

education opportunities with SOU. Challenges in RMP implementation may limit opportunities to expand partnerships to help achieve Proclamation objectives.

Recommendation: Develop a framework to define the purpose of partnerships, build capacity to support the purposes of the CSNM, and define priorities for partner-related activities. Possible topics include supporting partners through formal agreements, expanding partnerships, active communication, and creating mutually beneficial relationships.

Recommendation: Work with partners involved in environmental education within the Monument to incorporate BLM interpretive messages identified in the Interpretive and Wilderness Plans.

Recommendation: Develop a volunteer program to help achieve CSNM objectives in conjunction with CSNM partners. Establish a point of contact for volunteers and partnerships related to CSNM. Inform partners and volunteers of CSNM priorities and project opportunities. Incorporate key messages about the CSNM into communications with volunteers.

## Science

Background: Areas in the CSNM have been the focus of many research efforts including a substantial grazing study and research on threatened and endangered species and other resources, objects, and values for which the Monument was designated. CSNM science partnerships have been established between BLM and the members of the science community. BLM Manual Section 6220 states, “The BLM will utilize the best available science to manage Monuments and NCAs.”

Finding: Scientists and BLM employees value the partnerships between CSNM and the science community, particularly the strong relationship between the Medford District and SOU science faculty. While those involved with these relationships were planning to continue these collaborative efforts, there were concerns expressed about the uncertainty associated with the lack of formal partnerships. Concerns were expressed related to project continuity due to funding agreements and the uncertainty of whether a project could be completed if it required multiple years of research or monitoring.

Finding: Some BLM employees and community members, including those involved with nonprofit organizations, expressed excitement over research within CSNM, but there was uncertainty expressed over whether the results and data were being used to inform management decisions within CSNM.

Finding: A draft science plan for the unit was last revised in 2009, but that revision was not finalized.

Finding: Interviewees had concerns about climate change and mentioned the importance of understanding climate change within the Monument including how resilient and adaptable the unit is to climate change. They indicated that in addition to opportunities to understand changes that may be occurring within natural areas, there are opportunities to understand the impact of climate change on ecosystem services within the unit and how the CSNM is responding to climate change at the landscape-level. They also mentioned that the CSNM provided a unique setting to study changing climate.

Finding: At the time of the review, the CSNM did not have an ecologist on staff. Ecological expertise is necessary to protect ecologically significant communities identified by the Proclamation, implement the

RMP, and to address fuels management needs. Expertise of existing BLM staff is questioned by external interests. The BLM Medford office is working on acquiring this expertise.

Recommendation: Acquire ecological expertise and ensure this expertise is utilized to provide technical support for scientific work occurring within CSNM, support the use of science in Monument decision-making, and work with the community to ensure sound practices involving science are being implemented.

Recommendation: CSNM should work with stakeholders to finalize the unit science plan. This plan should be consistent with BLM Manual 6220 and with the Oregon/Washington National Conservation Lands Three Year Strategy, and should address how the BLM is integrating science into management of the CSNM. Collaboration with local specialists on science plan development is encouraged, including continuing meetings related to science partnerships that occurred in 2014.<sup>25</sup> The discussions regarding the science plan provide an opportunity to discuss the BLM annual funding cycle and other non-BLM multi-year funding sources. The Science Plan should be used as a tool to support science-based management decisions.<sup>26</sup>

Recommendation: As opportunities arise and funding allows, study climate and climate change within the CSNM.

#### Resource Removal

Background: The Proclamation specifically prohibits the removal of Monument features by unauthorized persons. The CSNM RMP states that removal of features includes, but is not limited to, the collection of any Monument resources such as rocks and minerals, petrified wood, fossils, archaeological and cultural items, plants and parts of plants, fish and animals not regulated by Oregon Department of Fish and Wildlife (ODFW), insects or other invertebrate animals, bones, waste, and other products from animals.<sup>27</sup>

<sup>25</sup>Excerpt from Manual 6220 Concerning Science Plans:

“3. Each Monument and NCA must develop and regularly update a science plan in coordination with the Washington Office NLCS Science Program. Science plans must include sections on:

- a. the scientific mission of the unit;
- b. the scientific background of the unit;
- c. the identification and prioritization of management questions and science needs, including:
  1. investigations of the values for which the Monuments and NCAs were designated;
  2. assessment, inventory, and monitoring needs;
  3. science that addresses restoration needs; and
  4. landscape-level issues;
- d. the unit's plan to meet science needs, often in coordination with partners;
- e. the development and application of scientific protocols for the unit, including authorizing and tracking research projects;
- f. the organization of scientific reports in order to facilitate communication of scientific findings throughout the BLM, with partners, and with the public; this section of the plan must include:
  1. a bibliographic list of completed reports from science on the unit; and
  2. any syntheses of relevant scientific information; and
- g. the plan for integrating science into management.” - 6220 Manual

<sup>26</sup>Excerpt from the Oregon/Washington 3-Year Strategy:

“Offices managing NM/NCAs will complete and implement a Science Plan for each unit, as per budget directives.”

<sup>27</sup>p. 95 of CSNM RMP.

## Resource and Resource Use Findings and Recommendations

The CSNM RMP establishes a permit as the mode of authorization for authorized research, educational, and management activities; and also allows the collection of fruits, nuts, berries, and mushrooms for personal non-commercial use, not to exceed one gallon per day; the collection of certain natural materials by Native Americans under BLM permit; the collection of antlers or horns as provided by ODFW regulations; and the collection of dead and downed wood for immediate use in campfires, where campfires are allowed.<sup>28</sup>

Finding: Due to staffing and budgetary constraints, monitoring of resource removal is limited.

Recommendation: Monitoring of impacts to the values of the CSNM from collection of Monument resources should occur on a regular basis. If monitoring indicates the need, the CSNM should consider additional permitting requirements or other management controls to protect the CSNM resources from impacts associated with collection.

### Law Enforcement

Finding: Off-highway vehicles (OHV) are permitted only on roads designated as open within CSNM and are not permitted within the SMW. Reports received by the BLM indicate that OHV trespass is occurring, particularly during hunting season.

Finding: Due to recent land acquisitions, the land ownership within the CSNM boundary has changed making it imperative to share updated land ownership maps with county law enforcement.

Finding: Members of the public and BLM staff indicated that signage on the boundary of the Monument is not adequate to inform the public about allowable uses. Law enforcement also indicated that lack of signage made it difficult to determine trespass by restricted uses within CSNM.

Finding: There are currently five law enforcement ranger positions in the Medford DO, two of which are contracted Jackson County deputies. In the past, the Monument had a designated law enforcement officer for the unit. This officer was able to do patrols within the boundary, talk with Monument visitors, and show an active presence within CSNM. The CSNM law enforcement position has become a District position with law enforcement presence currently shared between CSNM and other public lands within the District. There was a perception expressed among some interviewees that law enforcement presence within CSNM had decreased in recent years.

Recommendation: CSNM staff should work with District law enforcement to determine appropriate signage placement and other forms of enforcement. Signage should be posted at priority locations through the Monument and could indicate OHV rules, regulations, or other topics that Monument staff and law enforcement deem necessary.

Recommendation: Continue to provide updated land ownership and boundary mapping information to Jackson County and other law enforcement agencies.

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<sup>28</sup>p. 95-96 of the CSNM RMP.

## Resource and Resource Use Findings and Recommendations

Recommendation: Determine and provide for law enforcement needs for CSNM. Prioritize law enforcement needs, specifically addressing CSNM law enforcement needs during hunting season and other high use or critical times of the year. Explore the process Medford uses to contract with Jackson County for law enforcement support for use in other locations throughout the Bureau.

### Livestock Grazing

Background: The Proclamation states that the Secretary of the Interior shall study the impacts of livestock grazing on the objects of biological interest in the Monument with specific attention to sustaining the natural ecosystem dynamics. The CSNM RMP sets up a framework to study and make decisions about livestock grazing. The CSNM RMP deferred many decisions regarding grazing of livestock within CSNM until the results of a grazing study were completed. The CSNM RMP states that for newly acquired lands, “applications for grazing leases or temporary grazing use on newly acquired (after approval of this RMP) lands that had previously been used for authorized livestock grazing at any time since the Proclamation will be analyzed (with information including the determinations from the Livestock Impacts Study) to determine if the grazing would be consistent with protecting Monument objects. The BLM will not authorize those applications that are found to be incompatible with protecting Monument objects. The BLM may authorize those applications that the BLM finds compatible with protecting Monument objects and which do not pose other land use conflicts.”<sup>29</sup> A grazing study was conducted to meet this requirement. Most of the existing grazing leases within the CSNM<sup>30</sup> were retired through a third party buy-out action as authorized through the Omnibus Public Lands Management Act of 2009 (OPLMA). The OPLMA ensured a permanent end to grazing on the grazing allotments covered by those donated leases. The removal of livestock grazing from roughly 93 percent of the Monument in 2009 has allowed for ecological changes on CSNM lands that had been grazed for decades.<sup>31</sup> Some grazing continues to occur on the CSNM and is administered by the Klamath Falls FO.

Finding: Some individuals interviewed reported that livestock trespass is occurring within the CSNM due to inadequate fencing. Individuals expressed frustration with on-going cattle trespass, especially the private citizens involved in the third-party grazing lease buy-out.

Recommendation: For existing grazing leases, BLM Oregon should 1) determine if the previous compatibility inventory and analysis is sufficient to complete range permit renewals; 2) complete current land health assessments; and 3) incorporate the compatibility analysis into the range permit renewal NEPA process to determine if impacts from livestock grazing are occurring on Monument resources, objects, and values. CSNM-related staff should be included in these processes. Actions associated with grazing permits within the CSNM that are administered by the Klamath Falls Field Office should be coordinated with the CSNM. Completing land health assessments and inventorying resources, objects, and values are essential for informed decision-making within the grazing allotments in CSNM.

Recommendation: Identify the primary cause for livestock trespass and work with stakeholders to develop a long-term solution to resolve livestock trespass within the CSNM.

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<sup>29</sup> Decision GRA-8, p. 72 CSNM RMP.

<sup>30</sup> The grazing leases which were purchased were all permitted out of the Medford FO.

<sup>31</sup> CSNM Manager's Annual Report, 2014 and 2015.

## Resource and Resource Use Findings and Recommendations

### Water Quantity Analysis and Reservation of Water Rights

Background: The Proclamation directed that a quantity of water sufficient to fulfill the needs and purposes for which CSNM was established be reserved, as long as they do not have an impact on pre-existing water rights.<sup>32</sup> The CSNM RMP also states that the amount of water necessary to protect the resources and values for which the Monument was established should be quantified.

Finding: The amount of water necessary to fulfill the needs and purposes for which the Monument was proclaimed has not been established.

Recommendation: As staffing and funding allow, use appropriate methods to quantify the amount of water necessary to protect the resources, objects, and values for which the Monument was established and legally establish necessary water rights that fulfill the needs and purposes for which the Monument was designated. Conduct an analysis of BLM's existing water rights to determine if additional water rights are needed to fulfill the needs and purposes and to protect the resources and values for which the CSNM was established.

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<sup>32</sup>Proclamation 7318 – “There is hereby reserved, as of the date of this proclamation and subject to valid existing rights, a quantity of water sufficient to fulfill the purposes for which this monument is established. Nothing in this reservation shall be construed as a relinquishment or reduction of any water use or rights reserved or appropriated by the United States on or before the date of this proclamation.”

## Administrative Findings and Recommendations

### Monument Management Structure

Background: The Assistant Monument Manager and Field Manager organizational framework creates workload and communications challenges. The Monument Manager role is filled by the Field Manager with about 10 percent of the Field Manager's workload falling within and funded by the Monument.<sup>33</sup> About 75 percent of the Assistant Monument Manager's workload is associated with operations of the Monument.<sup>34</sup>

Finding: Feedback received during the review identified challenges regarding the lack of decision-making authority by the Assistant Monument Manager position. While the Assistant Monument Manager represents the BLM and the unit, and is responsible for many of the day-to-day operational activities of the unit, the Assistant Monument Manager does so as "staff" with no clear decision-making authority for the unit.<sup>35</sup>

Finding: Under the current structure, there has been limited direct communication with and accountability to the BLM District Manager by the operational manager (Assistant Monument Manager) of the CSNM regarding CSNM needs, issues, and successes.

Finding: The Assistant Monument Manager has recreation management and supervisory duties for the Ashland FO, which shifts resources and support away from the CSNM. The multiple roles of the Assistant Monument Manager add to confusion regarding who is responsible for management of the CSNM.

Finding: Work on the CSNM occurs by CSNM, Ashland FO, and Medford DO employees. The work on the CSNM by Ashland FO employees is not necessarily directed by the Assistant Monument Manager. The CSNM staff is currently lacking key ecological expertise and vacancies in the NEPA/planning staff have affected the accomplishment of key planning efforts within the CSNM.

Recommendation: Ensure the position tasked with Monument management has decision-making and supervisory authority for the CSNM, per BLM Manual Section 6220. The primary duties of this position should be to manage the CSNM.

Recommendation: Establish a framework for how Ashland FO and Medford DO employee support is requested and approved. The framework should consider CSNM implementation priorities and expertise needed for each priority.

<sup>33</sup> 2015 CSNM Manager's Report, p. 5

<sup>34</sup> 2015 CSNM Manager's Report, p. 5.

<sup>35</sup> Excerpt from Manual Section 6220: " 3. Appoint a manager for each new area who has decision-making and supervisory authority and whose primary duty is to manage the Monument or NCA."

Communication - Internal

Finding: There are challenges in internal communication regarding the CSNM due to the current delegated authority and operations structure for the unit. Interviewees mentioned that these challenges are impacting communication and relationships with external groups and interests.

Finding: Some BLM staff members within the District and Field Office indicated the expectations regarding their roles and responsibilities within the CSNM could be strengthened.

Finding: CSNM staff indicated that they were not actively involved in interdisciplinary NEPA team project reviews, planned implementation of those projects, or budget exercises affecting the CSNM.

Recommendation: As a part of the CSNM RMP implementation strategy, the roles and responsibilities of employees in relation to the Monument should be clearly identified. Employees and supervisors should be made aware of and be held accountable for these responsibilities.

Recommendation: The Medford District should convey the CSNM RMP implementation priorities to employees. The Medford District leadership should also communicate how the CSNM fits into the larger public land management goals of the District. Share information including office priorities and roles and responsibilities with employees.

Communication – External

Findings: Communication was mentioned by many external interviewees as extremely important to them. Many community members said they appreciated when BLM staff communicated with them in person, over the phone, and through email about activities occurring within the Monument as well as about CSNM priorities. Many mentioned having felt informed and they appreciated the staff members who had gone out of their way to prioritize involving the community and supporting community participation in BLM activities, as well as collaboration with the Friends of CSNM and other groups. Some interviewees indicated they felt external communication had recently become a challenge for the BLM.

Finding: Outreach to external scientists is occurring through some of the BLM programs, and the external interviewees appreciated that communication. Interviewees mentioned that internal communication issues are impacting communication and relationships with external groups and interests. Examples of communication challenges include issues getting letters of support for grant applications signed and lack of BLM on-site presence at events and CSNM activities. Some stakeholders indicated that communication issues hinder their ability to support and work with the BLM. Examples include irregular communication about priority activities, Monument goals, grant opportunities in the Monument, and changing land acquisition priorities.

Finding: Some interviewees expressed concerns that actions outside of the CSNM were affecting the values of the CSNM. Interviewees had questions about how those impacts were being addressed and how they would be informed of these actions.

## Administrative Findings and Recommendations

Finding: There are many individuals and organizations interested in the management of the CSNM. People are passionate about the protection and uses of the area. Some external interviewees voiced concerns that the Monument designation will be eliminated. Others expressed concern about these lands being removed from commodity production and development. While some interviewees mentioned the loss of O&C revenue, others expressed the value of “setting aside” lands for the protection of their unique resources and values.

Recommendation: Develop a system to provide formal updates to stakeholders regarding the CSNM. Options include sharing a version of the Monument Manager’s report, in addition to upcoming plans for CSNM, regular newsletters or “e-blasts”, or through working with Friends of CSNM and other groups to share Monument priorities.

Recommendation: Evaluate the concerns about actions occurring outside of the CSNM that may potentially affect the values of the CSNM. This could occur through NEPA analysis and public involvement associated with implementation of actions occurring outside of the CSNM.

### Staffing

Finding: Overall, there are perceived challenges associated with staff turnover at CSNM. Interviewees mentioned that relationships built with past CSNM staff members were very good, including relationships with both BLM employees and external stakeholders. Internal and external interviewees mentioned that Monument staffing had been reduced and important positions were not filled, including the interpretive specialist and an ecologist. A new interpretive specialist for the CSNM has since reported to duty and efforts are underway to hire an ecologist.

Finding: CSNM staff, such as recreation staff, have duties outside of the Monument. Other staff (e.g. wildlife and fisheries biologist, hydrologist, archaeologist, and botanist) are partially funded by the CSNM to support planning and NEPA compliance for implementation-level work. Interviewees indicated the District has other priorities such as meeting timber harvest objectives. Interviewees stated that an ecologist is needed to support NEPA for hazardous fuels-level reduction and other priority work.

Finding: District staff indicated that conducting work on the CSNM is an enjoyable part of their job. Staff indicated that working on conservation projects is rewarding.

Recommendation: All staffing related recommendations are included in their corresponding subject.

### Budget and Performance

Finding: Some employees interviewed mentioned that the true costs of management of the CSNM are unknown because those employees doing work in the Monument are not funded by the CSNM, are partially funded by the Monument, or are funded by the Monument but do work outside of the Monument. There was uncertainty about how much funding was provided specifically to the CSNM due to intermittent shifts in non-CSNM funding to CSNM through the programs and the lack of a budget subactivity for the National Trails program. The lack of a subactivity for the National Trails program requires costs to be managed through 8 different benefiting subactivities.



## Administrative Findings and Recommendations

Finding: When funding was reprogrammed for the CSNM in 2009, overhead costs were not incorporated. As a result, the operational funding directed to CSNM is reduced to help meet overhead needs. The 2009 reprogrammed funds created a baseline that is used to fund CSNM each year.

Finding: There is a gap in workload performance reporting that may be tied to how dispersed everyone's duties are between the District and CSNM. See the included table summarizing workload accomplishments from 2009-2016.

CSNM Workload Accomplishments from 2009-2016	
PE	Reporting Details
AL	Environmental education/outreach (programs/events delivered) units of accomplishment were only reported in 2009.
EB	Recreation use permits information was not reported from 2011 - 2016.
FU	Manage Fee Collection Program. Recreation Fee Administration Program units of accomplishment are not consistently reported over time, raising questions regarding how the recreation use permits collected at the Hyatt Lake fee site are reported annually.
HN	Process Land Purchase/Donation (numbers of acres purchased or donated). No units of accomplishment reported from 2009-2016.
ID	Trail Annual Maintenance (miles) were only reported in 2010.
MR	Monitor Species Population, 30 units were reported in 2010. No other years reported.

Recommendation: Use implementation workshop process to determine operational and overhead costs to manage the CSNM. The Medford DO should work with the Oregon State Office and the Washington Office to determine how to meet funding needs.

Recommendation: Tie budget needs into implementation priorities and develop a transparent budget plan, which accounts for multiple funding streams through the use of an implementation strategy workshop process. Accomplishments should be consistently reported.

Recommendation: CSNM should consistently plan and report units of accomplishment that are completed within the Fund Center for CSNM, LLORM04000. Project codes for the PCNST and CANHT should be used to track accomplishments for the National Trails program. Workload Performance reporting and specified duties such as public outreach and education should be described and tied to employee performance evaluations.

## Action Plan

This section describes the essential components for the Action Plan which will be developed by BLM Oregon to address the findings and recommendations from the CSNM National Conservation Lands Review Report.

Essential Action Plan Components include:

- Acknowledgement of findings and recommendations
- Potential responses could contain:
  - Action Item(s) with reference to related finding(s) and/or recommendations(s)
  - Responsible party or parties (i.e. organizational level responsible)
  - Projected completion date or ranking/priority level
  - Other pertinent information

Distribution:

BLM Oregon will work with the Washington Office on distribution of the action plan and/or review report as necessary.

Time Frame:

Within six months of receipt of the final report, the BLM Oregon State Office will submit an Action Plan to National Conservation Lands and Community Partnerships Directorate (WO-400) in response to the review findings and recommendations.

## Appendix A – CSNM Review Recommendation Priorities

The recommendations in the CSNM Review Report were reorganized in this section to ensure that they could be prioritized across categories. The report makes many recommendations for BLM Oregon, while recognizing that not all of the recommendations can be acted upon at once and that many are dependent on availability of sufficient funding and personnel. The recommendations were prioritized using the following criteria: consistency with law and policy, public health and safety, and other opportunities. The Action Plan from BLM Oregon may alter these priorities based on documented rationale describing related issues, opportunities or circumstances not considered or known at the time of this report.

Cascade-Siskiyou National Monument Review Prioritized Recommendations Across Categories			
Priority	Recommendation	Categories	Sub-Categories
1	Ensure that whichever position is tasked with monument management also has decision making and supervisory authority, per BLM Manual Section 6220. The primary duties of this position should be to manage CSNM.	Administrative	Monument Management Structure
2	Reduce wildfire risk while protecting ecological and other values. Develop an aggressive plan of action to reduce fire risk and implement planned actions according to a defined timetable. A fuels treatment programmatic environmental analysis should conform to the CSNM RMP and demonstrate that actions protect the resources, objects, and values of the CSNM. Partnerships and contracting are options to address immediate needs to complete fuels reduction project level NEPA for urban interface areas of the CSNM.	Resources	Fire Management (Fire Suppression and Fuels Reduction)
3	Make completion of the TMP and implementation of the travel management system a District priority, including providing for road and trail signage, maps, and regular maintenance. Monitor to determine effectiveness of transportation planning decisions.	Resources	Transportation and Travel Management
4	Acquire ecological expertise and ensure this expertise is utilized to provide technical support for scientific work occurring within CSNM, support the use of science in monument decision making, and work with the community to ensure sound practices involving science are being implemented.	Resources	Science
5	Tie budget needs into implementation priorities and develop a transparent budget plan, which accounts for multiple funding streams through the use of an implementation strategy workshop process. Accomplishments should be consistently reported.	Administrative	Budget and Performance
6	Identify any resource concerns through the monitoring of the event site that would require revisiting the 2007 Decision Record. New information, including the CSNM RMP, public safety risks, and liabilities, should be considered in the analysis. Determine if the decisions are still valid.	Resources	Maka Oyate Event
7	The BLM should review agency regulations to determine the most appropriate method of addressing the Sundance event. The BLM should consistently use the method determined appropriate under the regulations. The Oregon SO cultural, lands, and recreation programs should work directly with the Medford DO and CSNM to determine the appropriate method to consider the event	Resources	Maka Oyate Event
8	Through plan maintenance, ensure that the CSNM RMP lists active valid existing rights and authorizations, not temporary use or expired authorizations, and clarifies if the contents of Appendix O in the RMP are active or historic rights and authorizations.	Designation-related	CSNM RMP
9	Remove references within the Wilderness Plan to rights and authorizations that may have expired.	Designation-related	Soda Mountain Wilderness Area
10	When the CSNM RMP is updated, ensure active consultation occurs on the RMP. Consult the current handbook on Tribal Consultation for guidance.	Resources	Planning and NEPA
11	BLM Oregon should inventory and monitor resources, objects and values within the Monument.	Designation-related	CSNM RMP

## Appendix A- CSNM Review Recommendation Priorities

12	Recreation uses of the CSNM should be focused on allowable and sustainable uses of the Hyatt Lake complex, foot and equestrian travel along the Pacific Crest NST, backcountry primitive uses in the SMW, and science based exploratory opportunities within the CSNM.	Resources	Recreation and Visitor Services
13	Use implementation workshop process to determine operational and overhead costs to manage the CSNM. The Medford DO should work with the Oregon State Office and the Washington Office to determine how to meet funding needs.	Administrative	Budget and Performance
14	Monument staff should work with District law enforcement to determine appropriate signage placement and other forms of enforcement. Signage should be posted at priority locations through the monument and could indicate OHV rules, regulations, or other topics that Monument staff and law enforcement deem necessary.	Resources	Law Enforcement
15	For existing grazing leases, BLM Oregon should 1) determine if the previous compatibility inventory and analysis is sufficient to complete range permit renewals; 2) complete current land health assessments; and 3) incorporate the compatibility analysis into the range permit renewal NEPA process to determine if impacts from livestock grazing are occurring on Monument resources, objects, and values. CSNM related staff should be included in these processes. Actions associated with grazing permits within the CSNM that are administered by the Klamath Falls Field Office should be coordinated with the CSNM. Completing land health assessments and inventorying resources, objects, and values are essential for informed decision making within the grazing allotments in CSNM.	Resources	Livestock Grazing
16	Establish a point of contact for volunteers and partnerships, and inform partners and volunteers of CSNM priorities and project opportunities. The POC should have this information in their EPAP and associated workload supported by management.	Resources	Partnerships and Volunteers
17	The BLM should actively support the local Firewise community, coordinating efforts to mitigate fire risk.	Resources	Fire Management (Fire Suppression and Fuels Reduction)
18	CSNM should consistently plan and report units of accomplishment that are completed within the Fund Center for CSNM, LLORM04000. Project codes for the PCNST and CANHT should be used to track accomplishments for the National Trails program. Workload Performance reporting and specified duties such as public outreach and education should be described and tied to employee performance evaluations.	Administrative	Budget and Performance
19	Provide interim protection of the resources, objects and values for eligible WSRs pending suitability analysis and determinations.	Designation-related	Eligible and Suitable Wild Scenic Rivers
20	Complete WSR eligibility inventories within the CSNM. Determine if the CSNM RMP includes decisions that protect the free flowing condition, water quality, tentative classification, and outstanding remarkable values of eligible stream segments. When the RMP is updated, conduct a comprehensive wild and scenic rivers suitability analysis for all eligible WSRs found in the inventory to determine potential additions to the National Wild and Scenic Rivers System (NWSRS). For those segments determined suitable, prescribe protective measures for the values for which it is being recommended as an addition to the NWSRS and update management actions to ensure protection of the values for the suitable Jenny Creek segment.	Designation-related	Eligible and Suitable Wild Scenic Rivers
21	Determine and provide for law enforcement needs for CSNM. Prioritize law enforcement needs, specifically addressing CSNM law enforcement needs during hunting season and other high use or critical times of the year. Explore the process Medford uses to contract with Jackson County for law enforcement support for use in other locations throughout the Bureau.	Resources	Law Enforcement
22	Identify the primary cause for livestock trespass and work with stakeholders to develop a long term solution to resolve livestock trespass within the CSNM.	Resources	Livestock Grazing
23	Communicate with stakeholders so they are aware of BLM priorities for future acquisitions. BLM land acquisition priorities should be identified within the Action Plan and RMP.	Resources	Land Acquisitions
24	As consistent with applicable law and BLM policy, the BLM should continue to support the minimization of the footprint of authorized developments.	Designation-related	CSNM RMP
25	When the RMP is updated, consider classifying CSNM lands as avoidance or exclusion areas in order to prevent utility and other footprint expansion.	Designation-related	CSNM RMP

## Appendix A- CSNM Review Recommendation Priorities

26	BLM Oregon should develop an operations agreement between the BLM, USFS, and Pacific Crest Trail Association to address maintenance and other operational needs along the trail. Because of needs for the PCNST outside of the CSNM, the BLM Oregon SO should take an active role in developing the operations agreement.	Designation-related	Pacific Crest National Scenic Trail
27	When the CSNM RMP is updated, BLM OR should consider the CSNM RMP decision REC 38 and determine whether allowing for new trail construction would better protect the CSNM resources, objects, and values through directing use rather than addressing it after the use and impacts occur. While there are outstanding opportunities for recreation within the monument, the Proclamation, CSNM RMP, and other documents specify that the CSNM was designated for its unique geology, biology, climate, and topography. These designated values must be a priority when planning monument activities and setting priorities within the monument. This is consistent with BLM policy which encourages the development of new administrative offices, visitor centers, contact stations, and similar facilities within nearby communities to enhance local economic vitality and quality of life and to minimize disturbance within the Monument or NCA. Updating decision REC 38 to allow for more flexibility for recreation design to prevent damage and encouraging low impact forms of recreation are recommended actions within the monument.	Resources	Recreation and Visitor Services and Transportation and Travel Management
28	CSNM should work with stakeholders to finalize the unit science plan. This plan should be consistent with BLM Manual 6220 and with the Oregon/Washington National Conservation Lands Three Year Strategy. Collaboration with local specialists on science plan development is encouraged, including continuing meetings related to science partnerships that occurred in 2014. The discussions regarding the science plan provide an opportunity to discuss the BLM annual funding cycle and other non BLM multi year funding sources. The Science Plan should be used as a tool to support science based management decisions.	Resources	Science
29	Monitoring of impacts to the values of the CSNM from collection of monument resources should occur on a regular basis. If monitoring indicates the need, the CSNM should consider additional permitting requirements or other management controls to protect the CSNM resources from impacts associated with collection.	Resources	Resource Removal
30	Continue to provide updated land ownership and boundary mapping information to Jackson County and other law enforcement agencies.	Resources	Law Enforcement
31	As a part of the CSNM RMP implementation strategy, the roles and responsibilities of employees in relation to the monument should be clearly identified. Employees and supervisors should be made aware of and be held accountable for these responsibilities.	Administrative	Communication - Internal
32	The Medford District should convey the CSNM RMP implementation priorities to employees. The Medford District leadership should also communicate how the CSNM fits into the larger public land management goals of the District. Share information including office priorities and roles and responsibilities with employees.	Administrative	Communication - Internal
33	Develop a system to provide formal updates to stakeholders regarding the CSNM. Options include sharing a version of the Monument Manager's report, in addition to upcoming plans for the monument, regular newsletters or "e blasts", or through working with Friends of CSNM and other groups to share monument priorities.	Administrative	Communication - External
34	As opportunities arise and funding allows, study climate and climate change within the CSNM.	Resources	Science
35	Building upon the existing base of support within the community, seek to improve partnerships with hiking, hunting, environmental groups or clubs, and educational institutions to monitor and report wilderness character condition of the area.	Designation-related	Soda Mountain Wilderness Area
36	Develop a framework to define the purpose of partnerships, build capacity to support the purposes of the CSNM, and define priorities for partner related activities. Possible topics include supporting partners through formal agreements, expanding partnerships, active communication, and creating mutually beneficial relationships.	Resources	Partnerships and Volunteers
37	Continue working with willing sellers and stakeholders on land acquisitions within CSNM.	Resources	Land Acquisitions
38	Establish a framework for how Ashland FO and Medford DO employee support is requested and approved. The framework should consider CSNM implementation priorities and expertise needed for each priority.	Administrative	Monument Management Structure
39	As staffing and funding allow, use appropriate methods to quantify the amount of water necessary to protect the resources, objects, and values for which the monument was established and legally establish necessary water rights that fulfill the needs and purposes for which the monument was designated. Conduct an analysis of BLM's existing water rights to determine if additional water rights are needed.	Resources	Water Quantity Analysis and Rights Reservation

## Appendix A- CSNM Review Recommendation Priorities

40	When the CSNM RMP is updated, establish a national trail management corridor for the PCNST, per BLM Manual Section 6280. Identify which elements of the PCNST Comprehensive Plan are RMP management decisions.	Designation-related	Pacific Crest National Scenic Trail
41	Effectiveness of the group size limits in achieving CSNM RMP objectives should be monitored. BLM Oregon should work with a qualified research institution to determine the effects of group size limits on the PCNST. Based on monitoring results and best available science, consider updating or affirming the group size limits and rationale for the limits as needed to protect the objects of interest for which the Monument was designated and the values of the PCNST and to achieve BLM policy objectives.	Designation-related	Pacific Crest National Scenic Trail
42	Effectiveness of the group size limits in achieving CSNM RMP and Wilderness Plan objectives should be monitored. The CSNM could work with a qualified research institution to determine the effects of group size limits on the SMW, including determining types and locations of use. Based on monitoring results and best available science, consider updating or affirming the group size limits and rationale for the limits as needed to protect the objects of interest for which the Monument was designated, the values of the SWM, and to achieve BLM policy objectives.	Designation-related Resources	Soda Mountain Wilderness Area
43	Due to the permanence of the National Conservation Lands designations (e.g. the CSNM, SMW, PCNST, and CANHT), continue to utilize the CSNM to mitigate impacts from BLM authorized activities outside of the Monument.	Designation-related	Medford District RMP
44	Document effectiveness of best management practices in the mitigation of environmental effects from project implementation.	Designation-related	Medford District RMP
45	Determine inventory and interpretation needs and opportunities, including developing partnerships with the Oregon California Trail Association, the National Park Service, the trail's administering agency, and other land managers of the CANHT. Opportunities for off site interpretation should be considered.	Designation-related	California National Historic Trail
46	Complete inventories on acquired lands for the CSNM. Determine the appropriate management direction for these lands to protect the resources, objects, and values identified in the Proclamation or legislation.	Resources	Land Acquisitions
47	BLM Oregon is encouraged to share the checklist developed by realty staff in Medford BLM wide to inform best management practices.	Resources	Land Acquisitions
48	Work with partners involved in environmental education within the monument to incorporate BLM interpretive messages identified in the Interpretive and Wilderness Plans.	Resources	Partnerships and Volunteers
49	Evaluate the concerns about actions occurring outside of the CSNM that may potentially affect the values of the CSNM. This could occur through NEPA analysis and public involvement associated with implementation of actions occurring outside of the CSNM.	Administrative	Communication - External
50	Through plan maintenance, ensure the CSNM RMP reflects that the WSA has been designated as wilderness and is managed to the preservation standard, consistent with the Wilderness Act and Wilderness Plan, in recognition of valid existing rights.	Designation-related	Soda Mountain Wilderness Area
51	When the CSNM RMP is updated, identify the nature and purposes of the CANHT, per BLM Manual Section 6280.	Designation-related	California National Historic Trail
52	BLM Oregon should evaluate whether the current categories which report inventorying and monitoring in the Cascade Siskiyou National Monument Annual Manager's Report accurately represent inventory and monitoring activities and make changes as necessary.	Designation-related	CSNM RMP
53	BLM Oregon should work with the State of Oregon to determine the status of the state historic trail program, current objectives for the Ewing Young route, and any further action that may be necessary to support the state's historic trail program. Efforts to support the program must be consistent with the Proclamation and the CSNM RMP.	Designation-related	CSNM RMP

## Appendix B - Review Team

The review team wishes to thank the many BLM employees and external stakeholders who assisted in the CSNM Review. The experiences and information shared with the review team helped the BLM to gain more insight into the management of the conservation lands within CSNM than otherwise would have been possible. This input has provided valuable information regarding outstanding practices in the CSNM that can be shared throughout the National Landscape Conservation System, and can be used to make improvements to further conserve the remarkable resources found on the CSNM.

Interview and Core Team (conducted interviews, developed the review report)

- Britta Nelson, Management and Program Analyst, WO National Conservation Lands Division
- Rachel Wootton, Planning and Environmental Specialist, WO National Conservation Lands Division
- Chad Schneckenberger, Colorado National Conservation Lands Lead (former acting WO NM and NCAs program lead), Colorado State Office
- Udom Hong, Planning and Environmental Analyst, WO Division of Decision Support, Planning & NEPA

Review Team (provided support for the review, reviewed the report, and met bi-weekly prior to the site visit)

- Nikki Moore, Division Chief, WO National Conservation Lands Division
- Sally Butts, Deputy Division Chief, WO National Conservation Lands Division
- Britta Nelson, Management and Program Analyst, WO National Conservation Lands Division
- Chad Schneckenberger, Colorado National Conservation Lands Lead (former acting WO NM and NCAs program lead), Colorado State Office
- Udom Hong, Planning and Environmental Analyst, WO Division of Decision Support, Planning & NEPA
- Rachel Wootton, Planning and Environmental Specialist, WO National Conservation Lands Division
- Jerry Magee, National Conservation Lands State Lead, Oregon BLM State Office
- Leslie Frewing, Planning Coordinator, Oregon BLM State Office
- Anne Boeder, Planner, Oregon BLM State Office
- Chris Dent, Oregon Wild and Scenic Rivers Lead, Oregon BLM State Office
- Chris Knauf, Oregon Scenic and Historic Trails Lead, Oregon BLM State Office
- Joel Brumm, Cascade-Siskiyou National Monument Assistant Manager, Ashland Field Office



Team members  
in the Soda  
Mountain  
Wilderness

## Appendix C - Methodology

The CSNM Review methodology consisted of four components: (1) quantitative analysis; (2) data gap identification; (3) qualitative analysis; and (4) data synthesis. The review team was responsible for reviewing the information collected and conducting the on-site interviews as well as preparing the findings and recommendations in this report. The core review team is identified in Appendix B.

Plan review steps:

1. Quantitative analysis. Source documents, such as land use plans, NEPA documents, budget directives, implementation plans, manager reports, primary source published research, tables of organization, and other documents, were collected and analyzed.
2. Data gap identification. Data gaps were identified during document analysis.
3. Qualitative analysis. The Team interviewed over 50 BLM staff and managers, other federal employees, local government officials and employees, local business owners, and members of the public on-site in Medford, Ashland, and Portland (Oregon State Office). The purpose of these interviews was to validate the data gathered, collect additional information, and provide qualitative information on which to base findings and recommendations.
 

Internal. BLM employees were asked both general questions and questions specific to their programs. The questions were based on the questions asked in previous reviews, including the Gunnison Gorge NCA Review (2014) and Grand Staircase-Escalante NM land use plan implementation review (2010). See Appendix D for the list of questions.

External. Non-BLM employees were asked six to ten general questions about their knowledge of planning, implementation, and management of CSNM. See Appendix D for the list of questions.
4. Data Synthesis. The team synthesized its interview notes and other findings in a series of meetings, work sessions, and correspondence, and developed recommendations based upon the information received. These findings, recommendations, and more information about the review are included in the CSNM Review Report.



## Appendix D - Interview Questions

### External Stakeholders

1. What is your relationship with the CSNM? CSNM staff? Please describe.
2. Please give the team an overview of your understanding of the resources and programs in the CSNM.
3. What are some of the key issues and challenges with the CSNM?
4. What are some of the successes you can tell us about?
5. Are you familiar/aware/knowledgeable with/of the CSNM management actions identified in the land use plan?
  - If so, what is your general impression with implementation of management actions in the CSNM?
  - If not, what suggestions do you have for ways the BLM can communicate these actions to your office or organization?
6. What do you consider are the most important actions that have been implemented in the CSNM and why?
7. Are there barriers to implementing actions? What are they?
8. Has communication between the CSNM Manager (past and present) and/or staff and you or your organization been adequate and effective?
9. What are areas you feel could be improved to meet the CSNM Management Plan goals?
10. Is there anything else you would like to discuss regarding the CSNM?

### Local Tribal Leaders

1. How much interest have you had in the CSNM? Has that changed since the Proclamation in 2000?
2. What is your relationship with the CSNM? CSNM staff? Please describe.
3. Have you been informed about management actions implemented at the CSNM and, if so, how have you been informed?
4. What are some of the key issues and challenges with the CSNM?
5. What are some of the successes you can tell us about?
6. What are your interests in the CSNM? What opportunities do you see for improving or enhancing opportunities for public and tribal engagement? What would it take to implement those opportunities?

### Local Governmental Officials

1. What is your relationship with the CSNM? CSNM staff? Please describe.
2. Describe the interaction of your office with the BLM in regards to the CSNM.
3. What are some of the key issues and challenges with the CSNM?
4. What are some of the successes you can tell us about? Any shortcoming that you think need addressed?
5. How are you informed about implementation of management actions at the CSNM?
6. How do you provide information and become involved in BLM's decision-making process in regards to the CSNM?
7. What are some opportunities for improvement to BLM's process for providing you with opportunities to inform and comment on management actions? What would it take to implement those improvements?
8. Is there anything else you would like to discuss regarding the CSNM?

### BLM Employees

#### 1. Administration

- What is your role in the CSNM?
- How much of your time supports CSNM Conservation Lands workload? How is your support of CSNM workload tracked?
- Does CSNM have the staff capacity and expertise needed to achieve RMP outcomes?
- Does the table of organization have the skill-sets needed to implement the RMP?
- How does the current CSNM line of authority affect management of the unit?

- How effective is CSNM in recruiting and retaining skilled staff?
  - Describe how CSNM fits into Oregon's statewide priorities.
2. Leadership/Supervision
- How effective is leadership at communicating with, and motivating, those employees that assist with the CSNM effort? How could this be improved?
  - Is employee performance being measured and rewarded/acknowledged appropriately? Ideas for improvement?
  - How would you rate the personnel decisions being made (employee selections, transfers, staffing decisions)?
  - Does leadership at the district and state levels support the management and implementation of the CSNM? Any examples, successes or otherwise?
3. Budget
- How has the budget affected your ability to implement the RMP?
  - Do Field and District Office budget requests and AWP allocations promote the implementation of the RMP?
  - Has the funding for the CSNM been allocated appropriately? How effective is use of funding?
  - Does CSNM know what the true costs are for management of the Conservation Lands in the CSNM?
  - What are the priorities for the CSNM Conservation Lands programmed funds? Would you change those priorities?
  - Are non-CSNM programmed funds used at CSNM? What work do these funds support?
  - How are multi-subactivity Rivers and Trails budgets and performance planned, targeted, and executed?
4. Outreach and Partnerships
- Describe your interaction/relationships with the local communities and user groups.
  - Who are your non-profit partners? Local or state government partners? Other federal agency partners? Native American tribal partners?
  - How much emphasis do you place on outreach/communication?
  - Describe your work with the CSNM Friends Group and other partners.
  - Does the CSNM volunteer program help reach RMP objectives? Are there impediments to working with volunteers? Do volunteers understand RMP objectives?
  - What steps have been taken to maintain and increase both staff and the public's awareness of these objects/values/resources? Is it worthwhile and/or effective?
  - How effective are the CSNM Conservation Lands interpretive and education programs?
  - What is your biggest outreach or partnership success?
5. Planning/NEPA
- Are the RMP decisions relevant, valid, and effective?
  - Is there new information or changed conditions that significantly affect the planning decisions or validity of the NEPA analysis?
  - How consistent is the RMP with BLM M6220, M6340, M6400, and M6280 given that the RMP pre-dates the policies?
  - How does the CSNM provide the public with an opportunity to provide information and views on CSNM management actions?
  - Are levels and types of development within CSNM consistent with the purposes of the Proclamation and BLM policies?
  - How is the Maka Oyate Sundance Ceremony addressed in planning and NEPA documents? How are impacts related to the Ceremony measured?
  - What is the status of RMP implementation? What are the critical implementation needs?
  - Given the lack of an implementation plan, what drives RMP implementation priorities? Is the lack of an implementation a barrier to achieved desired outcomes at the CSNM?
  - What do you think is the biggest strength of the plan? Weakness? What is the biggest obstacle to successful implementation of the RMP?
  - Do project EAs help achieve RMP objectives?

6. Science and Research.

- What is the relationship between CSNM and research institutions?
- What types of research occurs at the CSNM? How does this research benefit the CSNM?
- What research needs to occur for the Conservation Lands of the CSNM?
- What is the biggest accomplishment of the research and science program to date?
- Does the CSNM science strategy achieve RMP objectives? What is the biggest obstacle to implementation of a successful science strategy?
- What are the impediments to conducting research on the CSNM?
- How is the CSNM applying science to management?
- Have science and research helped achieve CSNM objectives? How?
- How does the CSNM ensure Resources, Objects, and Values are protected while allowing collection of objects for research purposes?
- How effective is the CSNM science plan? Which elements of the science plan are working and which elements need to be updated?

7. Law Enforcement

- What is the law enforcement coverage and issues for the CSNM?
- Is the current law enforcement coverage adequate to protect the resource values at the CSNM?

8. Resources

ALL

- Please give the team a broad overview of the resources and programs in the CSNM.
- What do you think is the vision of the RMP? Does your current workload support this vision? If yes, how? If no, why not?
- Are there new legal or policy mandates not addressed in the plan?
- Are the RMP decisions relating to your program relevant, valid, effective, and meeting program goals as stated in the plan? What are the key highlights and challenges with your program? Does the plan establish clear outcomes for your program? Is the CSNM meeting those desired outcomes?
- Are new inventories warranted pursuant to BLM's duty to maintain inventories on a continuous basis (FLPMA, section 201)? Do you think these new inventories would change any land use or allocation decisions in the plan?
- Has monitoring been put into place to gauge the effects of management decisions and allowable uses on the unit's objects/values/resources? Is this monitoring conducted on a regular basis? By who (staff, partners, volunteers, unit advocates, etc.)? Is the AIM protocol being used for monitoring? Why or why not?
- What kind of surface disturbance has occurred since the CSNM was established? What are the causes of the disturbance? What process is used to assure the resources, objects, and values of the CSNM are protected and enhanced (including the wilderness character, and resources, qualities, values, and associated settings, and the primary use or uses of the Pacific Crest NST and California NHT)? What has been done to eliminate the disturbance?
- What efforts have been taken to reclaim lands and resources? Have these efforts been successful?

LANDS AND REALTY PROGRAM

- Describe your acquisitions and exchange programs. Tell us about your biggest success? What is the biggest obstacle to successful implementation of these programs?
- Are new management issues arising due to the purchase of private inholdings in the CSNM? Please describe.

FIRE MANAGEMENT

- Describe the fire management program. How does the fire management program protect the resources, objects, and values of the CSNM? What is your biggest success? Obstacle?
- Describe the fire restoration program. How does the fire restoration program protect the resources, objects, and values of the CSNM? What is your biggest success? Obstacle?

## Appendix D - Interview Questions

- Are fire suppression efforts consistent with the *Soda Mountain Fire Suppression and Specific Action Plan*? How effective is the *Soda Mountain Fire Suppression and Specific Action Plan* in protecting and restoring wilderness character in the Soda Mountain Wilderness Area (Oregon Gulch Fire)?
- What are CSNM's wildland urban interface (WUI) issues? How is CSNM addressing fire hazard reduction in the WUI?

### SODA MOUNTAIN WILDERNESS

- Does the *Soda Mountain Wilderness Final Stewardship Plan, 2012*, effectively protect and enhance wilderness character? What is needed to fully implement the Stewardship Plan?
- Is management of the wilderness area consistent with BLM M6340?
- Describe the status of the "re-wilding" of the Soda Mountain Wilderness, successes, and any obstacles to implementation.

### PACIFIC CREST NATIONAL SCENIC TRAIL AND CALIFORNIA NATIONAL HISTORIC TRAIL

- Is management of the Pacific Crest NST and California NHT consistent with BLM M6280?
- Is there an official case file for the Pacific Crest NST and California NHT?
- How are the Pacific Crest NST and California NHT addressed in the RMP? Are national trail management corridors established within the CSNM through the RMP?
- Does the RMP safeguard the nature and purposes of the National Trails? How?
- Tell us about successes and obstacles in implementing National Trail objectives.
- How are efforts to manage the Pacific Crest NST coordinated between the BLM, USFS, and Pacific Crest Trail Association? Describe the effectiveness of this coordination and communication. What opportunities are available to improve these coordination and communication efforts?
- Describe efforts to manage travel on the Pacific Crest NST. How do travel management decisions achieve the purposes of the trail?
- How are efforts to manage the California NHT coordinated between the BLM, USFS, and Oregon California Trail Association? Describe the effectiveness of this coordination and communication. What opportunities are available to improve these coordination and communication efforts?
- Describe the on-site interpretation for the California NHT. Are the trails well-marked with appropriate visitor services and information?
- How consistent are corridor allocations with adjacent FO corridors?

### LANDS WITH WILDERNESS CHARACTERISTICS

- Is an inventory of acquired lands within the CSNM scheduled? How will the acquired lands be managed until they can be addressed in the RMP?

### ELIGIBLE AND SUITABLE WILD AND SCENIC RIVERS

- Does the plan impact potential outstandingly remarkable values given that eligibility and suitability were not completed for the current RMP?

### VEGETATION MANAGEMENT

- How have you dealt with protection of special status plant species? Has it been effective? What further action needs to be undertaken?
- What efforts have been undertaken to implement Weed Management objectives of RMP?
- What efforts have been undertaken to protect the unique plant communities found on CSNM? Rare and endemic plants? Old growth habitat?

### TRANSPORTATION AND ACCESS

- What is the status of transportation planning per the IBLA (*Joel to provide cite*) decision? What are the obstacles to completing transportation planning?
- What is the biggest success of the transportation program? How does that relate to RMP objectives?

### RANGE MANAGEMENT

- What is the status of livestock grazing (allotments, permits processed, AUMs)?
- How are Rangeland health standards and guides being implemented on CSNM?
- Is trespass from private lands north of the CSNM still occurring? How does this affect the ROVs?

- Tell us about the biggest success and biggest obstacle to success in the range management program.

#### RECREATION MANAGEMENT & VISITOR SERVICES

- What are the accomplishments and challenges associated with recreation and visitor services?
- What major recreation issues have surfaced during implementation? Does the plan address these concerns? If not, has the CSNM developed an approach to these issues?
- Have you seen changes in visitor use, experience, and expectations for the National Conservation Lands? How are you meeting evolving visitor interests and needs? What kinds of experiences are best found on the National Conservation Lands you manage? What do you see for recreation user trends?
- How does the Hyatt Lake Recreation Area support the purposes of the CSNM? Does the Recreation Area have clear management objectives in the RMP? What is the status of implementation of those objectives?
- How are use levels on the Pilot Rock being managed? Are use levels affecting the visitor experience?
- Are there recreation management plans in place for the CSNM? Would the development and implementation of recreation area activity plans or business plans improve recreational opportunities or the management of CSNM? Is the development of such plans a priority?

#### FISH & WILDLIFE MANAGEMENT

- How have you dealt with protection of T/E species? Has it been effective? What further action needs to be undertaken?
- What actions have you implemented actions to reestablish native species to historic ranges? Has it been effective? What further action needs to be undertaken?

#### GEOLOGIC RESOURCES MANAGEMENT

- Have you implemented the geological portions of the RMP? How effective do you think it is? If not, why not and what is the schedule for completion?
- Does this plan effectively protect these resources from damage? How?

#### AQUATIC RESOURCES MANAGEMENT

- Have you implemented the aquatic (water/riparian) portions of the RMP? How effective do you think it is? If not, why not and what is the schedule for completion?
- Does this plan effectively protect these resources from damage? How?

#### ARCHAEOLOGICAL & HISTORIC RESOURCES MANAGEMENT

- How much of the archaeological and/or historical resources in the CSNM have been identified and documented?
- How have you implemented decisions in order to prevent damage to these resources? Has it been effective?
- Is CSNM open to Indians for traditional cultural & religious purposes?

## Appendix E - References

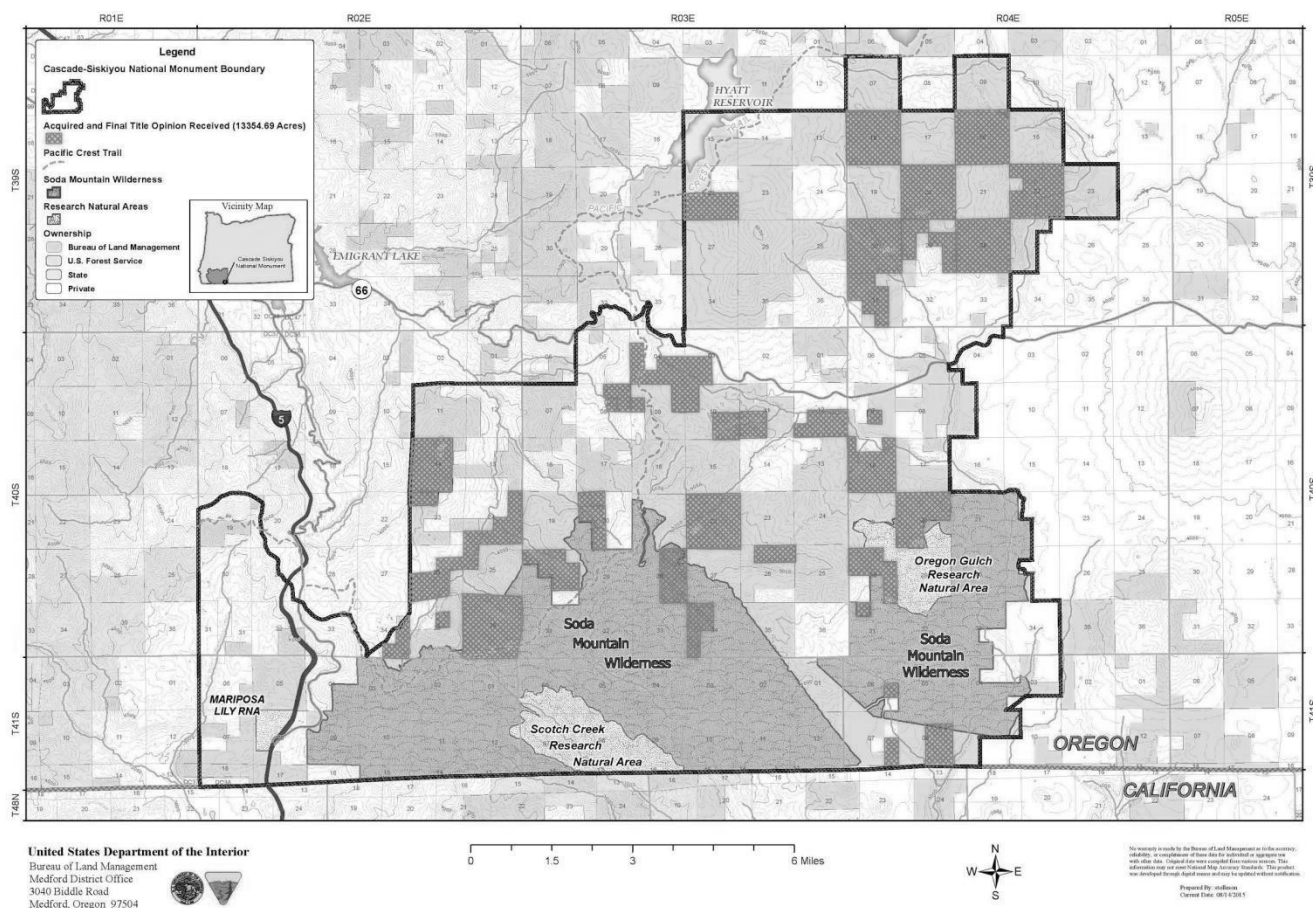
### Reference Documents

- ABC BLM Cost Management Website Reports (abc.blm.gov) (Accessed: December 2015)
- BLM Handbook 8342 - Transportation & Travel Management
- BLM Manual Section 6220 - National Monuments, National Conservation Areas and Similar Designations (2012)
- BLM Manual Section 6280 - Management of National Scenic and Historic Trails and Trails Under Study or Recommended as suitable for Congressional Designation (2012)
- BLM Manual Section 6340—Management of Designated Wilderness Areas (2012)
- BLM Manual Section 6400-Wild and Scenic Rivers - Policy and Program Direction for Identification, Evaluation, Planning, and Management (2012)
- BLM Oregon 2020 Vision
- Cascade-Siskiyou National Monument Interpretation Plan (2006)
- Cascade-Siskiyou National Monument Manager's Reports from 2006, 2007, 2008, 2009, 2012, 2013, 2014
- CSNM 2008 Record of Decision and Resource Management Plan (2008)
- Draft CSNM Science Strategy (2009)
- Final Soda Mountain Wilderness Stewardship Plan (2012)
- Maka Oyate Sundance Ceremony Decision Record and Finding of No Significant Impact (2007)
- Maka Oyate Sundance Native American Religious Ceremony Environmental Assessment (2007)
- National Landscape Conservation System 15-year Strategy (2011)
- Oregon/Washington National Landscape Conservation System 3-year Strategy (2012)
- Pacific Crest National Scenic Trail Comprehensive Plan (USDA 1982)
- Plan for Studying the Impacts of Livestock Grazing on the Objects of Biological Interest (2005)
- Presidential Proclamation 7318 (2000)
- Public Law 111-111 (2009)
- Public Law 90-542 (1968)
- Public Law 90-543 (1968 and 1978)
- Soda Mountain Communications Site Management Plan (2012)
- Soda Mountain Wilderness Fire Suppression Information (2015)
- For Information regarding livestock impact studies:
1. Dinger, E., P. E. Hosten, M. Vinson, and A. Walker. 2007. Cascade-Siskiyou National Monument spring aquatic invertebrates and their relation to environmental and management factors. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
  2. Hosten, P. E., G. Hickman, and D. Schuster. 2007. Recent and historic changes (5 to 30 years) in plant community composition in the Cascade-Siskiyou National Monument, southwest Oregon. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
  3. Hosten, P. E., G. Hickman, and F. Lang. 2007. Patterns of vegetation change in grasslands, shrublands, and woodlands of southwest Oregon. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
  4. Hosten, P. E. 2007. Select riparian photo-pairs from the Dead Indian Plateau. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>

5. Hosten, P. E., H. Whitridge, and M. Broyles. 2007. Diet Overlap and Social Interactions among Cattle, Horses, Deer and Elk in the Cascade-Siskiyou National Monument, southwest Oregon. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
6. Hosten, P. E., H. Whitridge, D. Schuster, and J. Alexander. 2007. Livestock on the Cascade-Siskiyou National Monument: A Summary of Stocking Rates, Utilization, and Management. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
7. Hosten, P. E., H. Whitridge. 2007. Vegetation changes associated with livestock exclusion from riparian areas on the Dead Indian Plateau of southwest Oregon. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
8. Hosten, P. E. 2007. Factors Controlling Patterns of Canada Thistle (*Cirsium*) and Yellow Starthistle (*Centaurea solstitialis*) Across the Cascade-Siskiyou National Monument. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
9. Hosten, P.E. 2007. Habitat and Landscape Distribution of *Calochortus greenei* S. Watson (Liliaceae) Across the Cascade-Siskiyou National Monument, Southwest Oregon. U.S. Department of the Interior, Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html>
10. Rossa, J. and M. Parker. 2007. Population Characteristics of Jenny Creek Suckers (*Catostomus rimiculus*): Age-Size Relationships, Age Distribution, Apparent Densities, and Management Implications. Report prepared for the U.S. Bureau of Land Management, Medford District. <http://soda.sou.edu/bioregion.html> Frost, E. and P.E.
11. USDI, Bureau of Land Management, 2001, Cascade Siskiyou National Monument Draft Study of Livestock Impacts on the Objects of Biological Interest. BLM/OR/WA/PL-01/013+1792.
12. USDI, Bureau of Land Management, 2005, Cascade Siskiyou National Monument Final Plan for Studying the Impacts on the Objects of Biological Interest. BLM/OR/WA/PL-05/055+1792.

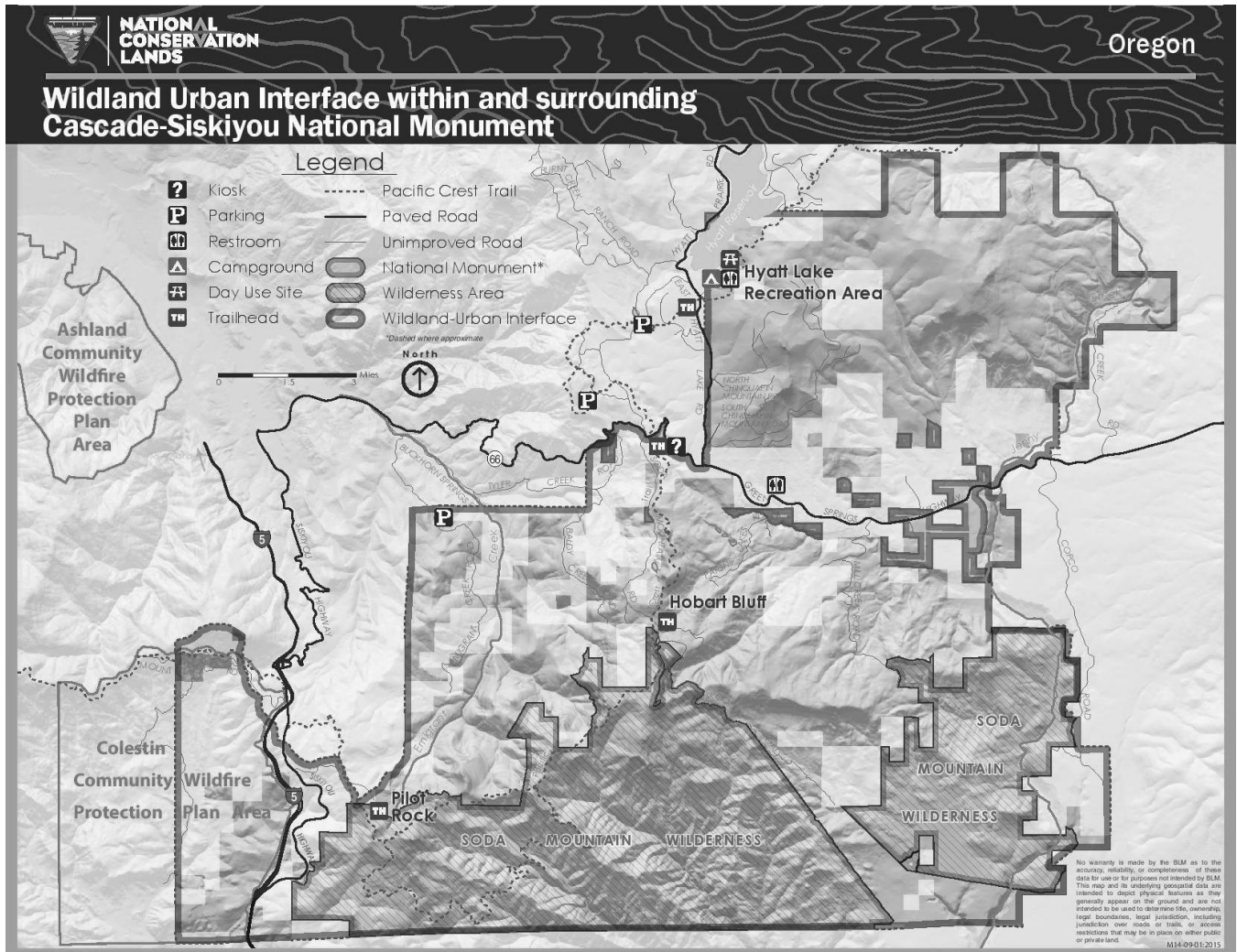
## Appendix F – Additional Maps

# Cascade-Siskiyou National Monument Acquisitions as of Sept. 2015



Map: Courtesy of BLM Medford Realty Program





Map: Courtesy of BLM Oregon State Office

## Appendix G - Medford District Acquisition Checklist

## FEE ACQUISITION PROCESSING CHECKLIST

District:  
Serial Number:

Grantor:

Responsible Party	Action	Date Completed	Surname
Field Office	Acquisition Approval (RMP, etc.) cite authority:		
Field Office	Initial LR200:		
	Header Details		
	Case Type 210013 – ACQ-FLPMA (or other specific authority)		
	Commodity: 963 (Exclusive)		
	Case File Jurisdiction: Type in District name, do lookup and select office location where file will be maintained.		
	Enter estimated acreage		
	Customer Details		
	For BLM: 1) In “Proprietor Name” field enter district name (Medford) then “Lookup”. Select the office name from dropdown. 2) Int. Rel = 22 (for Acquiring Agency) 3) Percentage Interest = 0.00% (until acquired, then changes to 100%)		
	For Grantor: 1) Click in “Proprietor Name”. Type in a portion of name and then hit ‘lookup’. If you can’t find the name in the dropdown, you will need to request a NameID from the State Office. Leave the Grantor name blank until NameID is received 2) When NameID rec’d select Grantor from Proprietor name Lookup. 3) Int. Rel = Grantor 4) Percentage Int. = 100% (will change to zero once acquired by U.S.)		
	Location Details		
	Meridian = 33 (always) Enter Twp as 0360S (e.g. for 36 South) Enter Range at 0030E (e.g. for 3 East) Enter Section with 0 (zero) in front Enter Survey Type (A-Aliquot Part, M-Metes & Bounds, L-Lot, etc.) Fill in subdivision per guidance.		
	Action Details		

Appendix G – Medford District Acquisition Checklist

	Code				
	387	Case Established	Enter date case file established		
	500	Geographic Name	Enter Project name (be consistent with how other cases in project have been entered)		
	095	Funded by LWCF	H074		
	542	SUP USE/PURPOSE	077		
	Remarks – Enter remarks as appropriate or helpful				
	Jurisdiction Acres – Enter acres for: 1) District, State,				
	AGNC Y	21000000 [for BLM]	Enter estimated acres from above.		
	CNTY	OR029 [Jackson County]	“		
	DIST	LROM00000 [Medford]	“		
	Dist	LROM06000 [Ashland]	“		
Field Office	Funding Requested: LWCF <input type="checkbox"/> Emergency <input type="checkbox"/> FLTFA <input type="checkbox"/> for FY				
Field Office	Third Party Facilitator? Yes <input type="checkbox"/> No <input type="checkbox"/> If yes, Prepare/Route Draft Letter of Intent. .				
State Office	OR 936 Finalize/Route LOI. Date LOI signed by State Director				
Field Office	Enter minimum data into LR2000 in accordance with set data standards Initial LR2000 Data Entry completed & SRP printed				
Field Office	Preliminary Title Report Ordered	Title Company:			
	<input type="checkbox"/> Request on form ALTA U.S. 9/28/91 as revised 12/3/12) <input type="checkbox"/> Provide tax lot # and/or map <input type="checkbox"/> Provide BLM project name/serial number to include on their reference line.				
	Preliminary Title Report Rec'd:	Escrow No.:			
	Prelim review of title report & encumbrances (agreement reached with Title co. as to what items will remain and what items will be removed).				
	Updated Title Report and ProForma letter received which reflects items to be removed. Report No.				
Field Office	Copy of Prelim Title Report provided to Grantor.				
Field Office	Prepare Maps: <input type="checkbox"/> Vicinity, <input type="checkbox"/> Topo, <input type="checkbox"/> Road Access <input type="checkbox"/> Aerial Photo, <input type="checkbox"/> Tax Lot, <input type="checkbox"/> Master Title Plat (These will be included in appraisal request)				
Field Office	Request LDR Certification from Cadastral Survey (Update LR2K Code 982) <input type="checkbox"/>				
	LDR Certification Received (Update LR2000 Code 983) <input type="checkbox"/>				
Field Office	Send Permission to Enter Letter to Landowner (include legal description and maps)				

Appendix G – Medford District Acquisition Checklist

Field Office	Permission to Enter Received		
Field Office	Request Formal Appraisal in Interior Valuation Information Services (IVIS) First complete IVIS Request Worksheet in Word Input appraisal service request into IVIS (cut and paste from IVIS worksheet) Attach 1) IVIS Worksheet, 2) vicinity map, 2) MTP, 3) tax lot maps, 4) tax Assessor Info Sheets, 3) Sales date from County Assessor Page, 6) vesting deeds, 7) exception documents, 8) Water Rights info (if applicable), 9) Photos (of structures, etc.), 10) Access map, 11) Topo map Update LR2000 w/Code 133 for date IVIS request submitted.		
Field Office	Date Appraisal and Approved Report Received. Update LR2000 w/Code 132 for date of approval report. Enter amount as “\$145000;” etc. in comments. FMV Approved:		
Field Office	1 <sup>st</sup> Certificate of Inspection and Possession Completed (update LR2000 Code 911 & enter “1 <sup>st</sup> CertInspPoss;” in comments [ ]		
Field Office	Prepare Draft Grantor’s Hazardous Materials Certificate & send to Landowner		
	Grantor’s Hazardous Materials Cert received. (Update LR2000 w/Code 911 & “Grantor HazMatCert;” in comments [ ]		
Field Office	Complete Environmental Site Assessment/Preliminary Acquisition Liability Survey (ESA/PALS) Update LR2000 w/code 068 & date approved [ ] Provide copy to Landowner and/or 3 <sup>rd</sup> Party Facilitator. [ ]		
Field Office	Once Appraisal Report is received, order Title Update, review and then order ProForma title Policy which shows which exceptions will be removed.		
Field Office	Proforma Received. Send electronic copy of update and Proforma to Grantor and OSO [ ] .		
Field Office	Prepare Draft Offer Letter		
	Prepare Draft Statement of Just Compensation		
	Prepare Draft Offer to Purchase Lands or Interest in Lands		
	Prepare Draft Warranty Deed including exceptions, etc. that will remain based on ProForma policy.		
	Prepare Draft Escrow Instructions		
	Prepare Draft “Offer to Purchase Lands or Interest in Lands”		
	If AmeriTitle, also prepare draft “Affidavit to Remove Gen. Excep. #1		
Field Office	Send all of the above electronically to Grantor and Title Company (and to OSO936 if you feel you need their review).		
Field Office	Draft Documents (Warranty Deed, Offer to Purchase and Escrow Instructions) reviewed by: ( ) State Office, ( ) Grantor, ( ) Title Company		
Field Office	Offer Package Sent to Grantor (w/signature return block on bottom of letter signifying review of draft deed & escrow instructions). Enclose: [ ] Final “Offer for Purchase of Lands or Interest in Lands” for signature (w/price filled in) [ ] Final Statement of Just Compensation. [ ] Final Grants HazMat Certificate for signature (if not already received).		

Appendix G – Medford District Acquisition Checklist

	<p><input type="checkbox"/> Final Affidavit to Remove General Exception #1 (if Amerititle)</p> <p>FOR THE FOLLOWING DOCUMENTS, PREPARE WITH A WATERMARK THAT STATES “DRAFT 3/1/13 [use current date]. IN UPPER RIGHT HAND CORNER INCLUDE A BLOCK FOR SIGNATURE THAT SAYS “DRAFT READ AND APPROVED” AND HAVE A LINE FOR SIGNATURE AND “DATE”.</p> <p><input type="checkbox"/> Draft Escrow Instructions for Grantor’s review  <input type="checkbox"/> Draft Warranty Deed w/price included for Grantor’s review  <input type="checkbox"/> If AmeriTitle, include their Exhibit A Addendum Escrow Instructions for Grantor Review as well.</p>		
Field Office	Signed Offer returned by Grantor (and HazMat Cert & Aff to Remove Gen Excep #1 if requested)..		
Field Office	Prepare “Next Steps” letter and return Route Letter and Offer through District Manager for signature (2 copies of offer are signed). Copy returned to Grantor with “next steps” letter.		
Field Office	Copy of executed offer by BLM and Grantor provided to Title Company.		
PRELIMINARY TITLE OPINION			
Field Office	Draft PTO memo to OR 936 (Liang) for review. Send draft PTO memo and all attachments electronically to OR936 for review.		
Field Office	Upon review by OT936, finalize memo and package, route for DM signature & send package by FEDEX to OR936. See HB and Chart for required items. Use standard Flap cover sheets.		
State Office	Submit request for approval of Preliminary Opinion of Title to Solicitor’s Office		
Field Office	PTO Approved, Date: . Copy received in District.		
CLOSING			
Field Office	If Environmental Site Assessment will be older than 180 days from anticipated title transfer date, get updated report pursuant to 40 CFR 312.20.		
	Get Estimated Closing Statement from Title Company based upon agreed anticipated closing date.		
	Get banking instructions from Title Company. Check with NOC on current minimum amount that Treasury will do a wire transfer. If consideration is less than minimum, then get bank deposit instructions for an ACH direct deposit or confirm that Title company’s instruction are the same for wire or ACH. (2) signature blocks required ONLY for Title company. NOTE: Because Personally Identifiable Information (PII) cannot be transmitted by e-mail (per PII policy), have them transmit banking info by fax or in person or mail.		
	Prepare Land Acquisition Voucher Certificate (Form 1371-32)		

Appendix G – Medford District Acquisition Checklist

for payment of consideration amount + estimated closing costs. Include: (1) wiring instructions for deposit to title company escrow account (per PII transmittal of info).		
Closing Letter Sent to Grantor (include): 1) Warranty Deed for signature/notary of Grantor. 2) Final Escrow Instructions (3 copies) for Grantor signature (Including Amerititle Ex A Addendum Instructions if required). 3) If corporation, make sure you request the corporate resolution authorizing sale, signing authority of person signing deed, etc. If partnership, LLC, etc. make sure signing authority etc. are also received.		
After receipt of signed docs from Grantor, deliver signed Warranty Deed to Title Company and get Title Company signature on: 1) Escrow Instructions (3 copies). 2) Land Acquisition Voucher Certification (consideration amount)—1 copy (attach a copy of their wiring instructions for payment of consideration amount). ADVISE THEM NOT TO RECORD DEED UNTIL NOTIFIED.		
Title company will have some of their documents for AO to initial or sign (their escrow instructions, settlement sheet, etc.). Review settlement sheet and verify that closing costs and reimbursement of pro-rated taxes to Grantor) to be paid outside of escrow.		
2 <sup>nd</sup> Certificate of Inspection & Possession completed ONLY AFTER RECEIPT OF PTO and MUST BE DONE prior to recording Deed.		
DM signature on Voucher Certificate and other title company documents shown above.		
Scan a copy for BLM and deliver to title company their documents signed or initialed by BLM AO		
Return to Grantor a copy of Escrow Instructions with all 3 signatures and a copy of the Land Acquisition Voucher Certificate.		
Process Obligation and Electronic Payment for Consideration:		
1) AO signature in both places on Land Acquisition Voucher Certificate (obligate and disburse—unless previously already obligated—then just disbursement signature).		
2) Scan the approved Voucher Certificate (w/title company wire instructions).		
3) Scan the approved Preliminary Title Opinion		
4) Send e-mail to Chris Cronk (OR 915) requesting the consideration amount to be obligated.		

Appendix G – Medford District Acquisition Checklist

	<p>Include cc to Janet Cheek (OR 936). Also include cc to Kim Zietz (NOC 622), requesting wire transfer per title company wire instructions. Include request to be notified when obligation and wire transfer have been made so title company can be notified.</p> <p>5) Attach to e-mail: Scanned Voucher cert/wire instructions and scanned approved PTO.</p>		
	Date funds received by Title Company. Update LR2000 for code 859 and enter amount they received in remarks. [ ]		
	<p>Notify title company by e-mail that 2<sup>nd</sup> CIP is completed and provide them with a scanned copy. [ ]</p> <p>Get a confirmation e-mail that nothing in the previous ProForma Policy has changed, or if it has, receive and review an updated ProForma. Once satisfied, send e-mail to Title company that it is okay to record..</p>		
	Deed Recorded by Title Company.		
	Title company completes all remaining closing actions per Escrow Instructions including payment of taxes, mortgages, etc.		
	Update LR2000 for recording, (Code 404 and enter recording No. in remarks).		
	Final Settlement Statement & Invoice for Closing Costs Received (pro-rated taxes & closing costs should show as being paid outside of closing (POC). Reviewed for accuracy.		
	Process Land Acquisition Voucher Certificate/obligation/EFT for payment directly to Grantor for pro-rations. (Attach a scanned copy of closing statement with request to OR-915 & NOC)		
	Process Land Acquisition Voucher Certificate/obligation/EFT for payment to Title Company for closing costs other than pro-rations due to Grantor (there is usually a different EFT instructions than for consideration amount). (Attach a scanned copy of closing statement with request to OR-915 & NOC)		
	Confirm payment received by Title Company & Grantor and document with written e-mail, etc. in file.		
<b>FINAL TITLE</b>			
Field Office	Obtain Title Policy (U.S. ALTA Policy – 9/28/91) Review for: 1) correct form, 2) correct legal, 3) correct vesting (United States of America and its assigns, 4) Unacceptable exceptions have been removed per PTO.		
	Update LR2000 for receipt of Policy. Assemble FTO case file per guidelines.		
	Prepare Final Title Opinion Request Memo for Signature by DM (have OR 936 review by e-mail first).		
	Submit Request for Final Opinion of Title to OR-936.1, Also send electronic copy of final memo to OR 936.		
State	Submit request for approval of Final Opinion of Title to		

# Appendix G – Medford District Acquisition Checklist

Office	Solicitor's Office		
	Final Opinion of Title received from Solicitor as of:		
	Issue notice to Governor and local governments of conveyance(s)		
	Request notation to official land status records of acquisitions and conveyances Land(s) open to entry:		
	Finalize LR2000 and perform quality check of data input		
Field Office	Update LR2000 to present and input any third party rights acquired		
	Final Requirements Notify R/W Holders Adjust R/W Case Files and Serial Register Pages Issue Grazing Adjustment Decisions Organize case file and send to central files. Seriously Celebrate		