

# **CHAPTER 1 PURPOSE AND NEED FOR THIS DOCUMENT**





## Introduction

The Cascade-Siskiyou National Monument (CSNM) was established on June 9, 2000 when President William J. Clinton issued a Public Proclamation (Appendix A) under the provisions of the Antiquities Act of 1906 (Appendix B). This Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS) (also referred to as the Plan or Proposed Plan) provides possible management strategies that achieve the vision and goals pursuant to the Proclamation. The CSNM was created to protect an array of biological, geological, hydrological, archeological and historic objects. Although important individually, collectively these objects in the context of the natural environmental processes comprise a unique, diverse ecosystem. These ecological processes and/or the individual components will be referred to as “Monument objects”, “Monument resources” or “Monument values” throughout this document.

The Proclamation, which is the principal direction for management of the CSNM, clearly dictates that the Bureau of Land Management (BLM) manage the Monument “to protect the objects identified.” All other considerations are secondary to that edict. The guiding principle for management of the CSNM is to protect, maintain, restore or enhance relevant and important object(s). The Proclamation provided specific management direction and, thus, the alternatives presented in this draft Plan are necessarily constrained to those resources affording required protection. As a result, the range of alternatives presented in this planning document for the CSNM is narrower than typical BLM resource management plans.

The Proclamation governs how the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, as amended, will be applied within the CSNM. FLPMA directs the BLM to manage public land on the basis of multiple use and “in a manner that will protect the quality of scientific, scenic, historic, ecological, environmental, air, and atmospheric, water resource, and archeological values.” The term “multiple use” refers to the “harmonious and coordinated management of the various resources without permanent impairment of productivity of the land and the quality of the environment.” Multiple use involves managing an area for various benefits, recognizing that the establishment of land use priorities and exclusive uses in certain areas are necessary to ensure that multiple uses can occur harmoniously across the landscape.

The Proclamation, FLPMA, and other mandates provide the direction for the preparation of this resource management plan. Within this guidance, many decisions remain about how best to protect, maintain, restore or enhance relevant and important resources within the CSNM and address major issues surrounding Monument management. The Presidential Proclamation directed the Secretary of the Interior to prepare a plan in order to begin making those decisions. The Plan will guide management activities on BLM administered land within the CSNM and allow for the protection and use of its resources.

This Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS) will address all but one management activity for BLM administered land within the CSNM. This Plan will not address management activities related to livestock grazing. The Presidential Proclamation directed the Secretary of the Interior to “study the impacts of livestock grazing on the objects of biological interests in the Monument with specific attention to sustaining the natural ecosystem dynamics.” The Draft Study of Livestock Impacts on the Objects of Biological Interest in the Cascade-Siskiyou National Monument (USDI 2001) was published in April, 2001. After the Draft Study

Plan is peer reviewed and the public has an opportunity to submit comments, it will be finalized and fully implemented. Should grazing be found to be incompatible with protecting the objects of biological interest, the BLM will amend or retire the grazing allotments pursuant to the processes of applicable law. The results of the grazing study plan and management activities related to livestock grazing will be addressed through a resource management plan amendment. This amendment would be completed after the initial findings of the grazing impact study.

The CSNM Resource Management Plan will achieve the goals of balancing resource use and protection in a manner that creates opportunities for public exploration and education, provides for progressive land stewardship, incorporates input from the scientific community and the public at large, and reflects the regional significance of CSNM resources. The results of the CSNM planning process to date are presented in this Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS).

The Cascade-Siskiyou National Monument consist of 52,947 acres of federal land administered by the Bureau of Land Management and 4 acres administered by the Bureau of Reclamation within the boundary established by the Presidential Proclamation (map 1). The land administered by the Bureau of Reclamation is used solely for canal purposes to transport water from Howard Prairie Reservoir to Keene Creek Reservoir and will not be addressed in the Plan. This draft Plan is specific to the Cascade-Siskiyou National Monument. The management of non-federal land adjacent to the CSNM land is not addressed.

## **Relationship of the DEIS to BLM Policies, Programs, and other Plans**

The Cascade-Siskiyou National Monument was established as a new planning area independent of other BLM-administered lands, this DRMP/DEIS meets requirements of the Bureau's regulation for Resource Management Planning found in 43 Code of Federal Regulations 1610 as a stand alone document and is not tiered to any previously written resource management plan. A land use allocation change occurred as a result of the establishment of the CSNM. This reallocation of land within the BLM Medford District requires a resource management plan amendment to the fully approve and implement. Although this document is an independent DRMP/DEIS for the CSNM, the analysis and decision making process will also meet requirements of the Bureau's regulation for RMP amendments found in 43 Code of Federal Regulations 1610.5-5 in order to amend the Medford District's RMP. Since the authority to approve RMPs (and RMP amendments) cannot be re-delegated to the field or district manager levels, this DRMP (and any proposed changes in the Medford District's RMP) must be elevated to the OR/WA State Office for review and approval by the State Director.

In 1998, BLM Medford District completed a record of decision (ROD) for its *Integrated Weed Management Plan* (EA OR-110-98-14) which was tiered to the *Northwest Area Noxious Weed Control Program EIS* (March 1987). This DEIS is tiered to that EA and decisions made in that ROD are not readdressed in this document.

This DEIS is tiered to BLM's 1989 *Western Oregon - Management of Competing Vegetation EIS* for analysis of impacts of vegetation management activities on human health, and all other impacts from the use of herbicides, in management programs other than noxious weed control. The decisions made in that ROD are not readdressed in this document.

This DEIS is tiered to the Environmental Impact Statement and Record of Decision for the *BLM Oregon Wilderness Study Report* of October 1991.

Although not directly tiered, this DEIS referenced the Medford District's Record of Decision/RMP (USDI 1995a) and the Record of Decision for Amendments to Forest Service and Bureau of Land Management Planning Documents Within the Range of the Northern Spotted Owl (USDA 1994b) for insuring planning consistency with adjacent federal land.

## Planning Process

The target date for completion of the CSNM Resource Management Plan is 2003. To meet this objective, an inter-disciplinary planning team was formed in the Fall of 2000 to begin this inclusive planning process designed to guide CSNM management for the next decade.

The purpose of this plan is to provide both a set of decisions outlining management and to create a framework for future planning and decision-making. Its scope is necessarily broad, since it is a general framework document that will guide the overall management of activities within the CSNM, as well as the protection and use of Monument resources. It is anticipated that this resource management plan will be amended once sufficient data from the study of livestock grazing impacts is made available. The plan amendment would mainly address livestock grazing issues and related activities but other issues may arise as a result of monitoring that could also be addresses.

It is expected there will be a future need for subsequent and more detailed planning which will focus on specific resource management issues and implementation of management direction set forth in this Plan. Further National Environmental Policy Act (NEPA) documents will be written to address and implement decisions from this Plan that are not fully defined and/or analyzed (e.g., vegetation management and prescribed fire treatments). In each subsequent activity plan and NEPA document, the BLM will include a description of the desired future condition of the land and resources involved, and will explain how the proposed activities would contribute to attaining the desired future condition. At that time the BLM will conduct all surveys and clearances necessary to implement the plan. Some activities such as road maintenance, closures, decommissioning, or improvements may be implemented without further planning as the detail and analysis from this Plan may be adequate. Implementation of these activities may occur once required surveys are completed and a determination of NEPA adequacy is fulfilled.

## Scoping Process

The first step in the planning process was to invite public participation. This "scoping" process invited a wide range of public comment(s) to identify relevant, substantive issues to be addressed in the Plan. The formal scoping period began with publication of the Notice of Intent to produce a Management Plan, which appeared in the Federal Register on July 31, 2000 (Volume 65, No.147, Pg. 46731). Written comments were accepted through August 31, 2000. Although the original intent was to supplement the Cascade Siskiyou Ecological Emphasis Area (CSEEA) Draft Management Plan/ Environmental Impact Statement (DMP/DEIS), it became clear that a "stand alone" CSNM Resource Management Plan would better serve the public.

The scoping process invited public input through a letter, sent to adjacent landowners and interested parties, announcing the establishment of the Monument and detailing the planning process. In addition, the CSNM web page provided up to date information on the Monument and solicited public input. All relevant information received during the comment period for the CSEEA DMP/DEIS was incorporated in the planning process. A complete outline of the scoping process is found in Chapter 5.

## Issues

The purpose of the scoping process was the identification of relevant, substantive issues to be addressed in the Plan. For planning purposes, an “issue” is defined as a matter of controversy, dispute, or general concern over resource management activities, the environment, or land uses. In essence, issues help determine what decisions will be made in the Plan and what the environmental analysis must address (via an EIS, as required by NEPA).

Based on scoping comments received and subsequent analysis and evaluation, major planning issues were identified. Those issues are listed below with a short description of why each is significant, as well as decisions regarding each issue that must be made in the plan. In addition to the issues identified in scoping, the proposed Plan will address basic environmental and management issues including native plant communities, wildlife habitat, access, recreational opportunities, off-highway vehicle use, special forest products, water quality and visitor use.

### **Issue: Livestock Grazing**

Livestock grazing is an issue of great concern, since many of the scoping comments included this issue. Many expressed concern over the adverse effects of grazing for the ecology of the area; often mentioning the costs of government subsidy of ranchers. Others supported retaining grazing practices, feeling that the proposed plan threatens their livelihood and way of life. This group views grazing to be a management tool for preventing fires and enhancing wildlife habitat.

This document will only address the current condition of livestock grazing and identify substantiated effects of livestock grazing to Monument resources. Livestock grazing management will not be addressed in this Plan. The Presidential Proclamation directed the Secretary of the Interior to “study the impacts of livestock grazing on the objects of biological interests in the Monument with specific attention to sustaining the natural ecosystem dynamics.” The Draft Study of Livestock Impacts on the Objects of Biological Interest in the Cascade-Siskiyou National Monument (USDI 2001) was prepared in April, 2001. The results of the grazing study plan and management activities related to livestock grazing will be addressed through a resource management plan amendment to be issued once sufficient data is collected.

### **Issue: Access and Transportation System**

Roads are seen as having a detrimental effect on land, water quality, wildlife and human experience (e.g., noise). Erosion issues are often raised. Some recommend decommissioning all non-residential roads and jeep trails and restricting of off-road vehicle use. Other comments requested maintaining access for recreation and fire suppression. There was some concern that this Plan would discriminate against young, old and handicapped who require motorized-vehicle access for enjoying the area. The Schoheim Road was mentioned often, both in regards to degradation and its importance for access. The Presidential Proclamation closed Schoheim road to mechanized vehicles except for emergency or authorized administrative purposes. The Proclamation also prohibits off-road travel by mechanized vehicles. This Plan will address access of the CSNM through proposed transportation management objectives.

### **Issue: Timber Harvesting**

Most oppose commercial timber harvesting due to adverse ecological effects. Others cite the importance of allowing some level of logging such as selective harvesting to provide jobs and reduce fire hazard. The Presidential Proclamation prohibits commercial harvest of timber except when part of an authorized science-based ecological restoration project aimed at meeting protection and old-growth enhancement objectives. The Plan does address the protection and enhancement of old-growth

coniferous forest habitat and some of the proposed management actions include commercial harvesting activities.

**Issue: Special Forest Products**

The management of special forest products such as mushrooms, grasses, Christmas trees and firewood was an issue raised and is addressed in this Plan.

**Issue: Unique Natural and Biological Values**

A number of people cite the importance of CSNM for its unique biological character, mentioning its diversity and fragility. Wildlife, native plants and insects (butterflies) were often mentioned, as were water quality and fish. Many were concerned about the spread of noxious weeds and further degradation of fragile meadows. The Plan does address the management of native plant communities including the control of weeds and the protection of special status plant and animal species.

**Issue: Fire**

Concerns are expressed across groups about fire suppression, including limited road access, and ability to introduce fire and develop adequate fire planning. Wildfire suppression and the possible use of prescribed fire to achieve ecological objectives is addressed in the Plan.

**Issue: Collection of Gems and Minerals**

Comments were received about the opportunity to collect specimens, such as Agates, for private collections and museum exhibits. The Plan will address this issue as part of the management of Special Forest Products.

**Issue: Private Property**

Concerns about government control are expressed by those opposed to the creation of the CSNM. Issues are regulations and “taking” of private property, local autonomy, rights-of-way grants, lack of respect for way of life and livelihood. There is particular concern over the often implied assumption that public land policies are transferable and even desirable for the surrounding private lands. Many see the CSNM as a means to address the issue of habitat fragmentation and to enhance connectivity by acquiring private holdings from willing landowners. Although many respondents thought the size of the area needs to be expanded significantly, the size of the CSNM is not to be addressed in this Plan. The CSNM designation applies only to federally managed land and is subject to valid existing rights. Valid existing rights are addressed in the Authorized Uses section (Chapter 2) of the document with a list of authorized uses in Appendix P. Those with reciprocal rights-of-way are addressed in the Transportation section (Chapter 2). The external boundary depicted on the CSNM Analysis Area map (map 1) is for planning purposes only. Privately owned property within this outer boundary is not encumbered by CSNM designation, proposed land use allocations or management guidelines in this Plan.

**Issue: Hiking and Non-Mechanized Recreation**

Maintaining opportunities for enjoying the area for hiking and other forms of recreation was requested. Among the benefits expressed are aesthetic and spiritual values, education opportunities, and economic benefits from recreation. Some commented that enhanced trails would benefit citizen management and monitoring. All of these issues are addressed in this Plan.

**Issue: Public Involvement**

Comments were received about local citizen’s role in the management of the Monument. Some thought that a partnership should be formed and others recommended resident stewardship as a method of implementing management activities. Although this Plan does not address public involvement beyond that required by NEPA, the intent is to initiate and facilitate public involvement related to future management of the CSNM.

## Other Issues

### Issues and Questions developed by Local Government Officials

During the scoping period, Sue Kupillas, Jackson County Commissioner, requested a meeting to help clarify issues and concerns she and some of her constituency had concerning the Monument Designation and the planning process. A list of questions resulting from the meeting along with answers prepared by the BLM are included for informational purposes (Appendix I I).

### Management Common to all Alternatives

Other important issues were raised during scoping which are of concern to the public, but which specific management direction as a result of the Presidential Proclamation, have been adequately addressed in other NEPA documents, are governed by existing laws and regulations or the scope is so narrow that alternatives to management is not appropriate. Because management of these issues has already been determined, alternatives for those issues are not presented in this Plan. The management of the following issues are discussed in further detail in the "Management Common to All Alternatives" section in Chapter 3.

- Aquatic Habitat
- The Soda Mountain Wilderness Study Area
- Wildfire Suppression Activities
- Special Use Activities
- Snags and Coarse Woody Debris
- Fish and Wildlife by the State of Oregon
- The Pacific Crest National Scenic Trail
- Special Status Plants and Animals
- Noxious Weeds
- Air Quality
- Archaeological Sites
- Hyatt Lake Recreation Complex
- Visual Resources
- Off-Highway Vehicles
- Livestock Grazing

### Issues, Actions and Alternatives Considered but Eliminated

There were a few management alternatives suggested during scoping which were eliminated from detailed analysis because they were not deemed reasonable given the guidance of the Proclamation or for other reasons. Those alternatives, and reasons they were eliminated, are discussed in the "Alternatives Considered But Eliminated From Detailed Analysis" section at the end of Chapter 3. They include:

- Expanding the WSA boundary
- Predominant Recreation Development
- Eliminating Prescribed Fire

## Development of Management Strategies and Alternatives

Defining the planning issues was the first step in narrowing the scope of possible actions that would be carried forward in the planning process. The planning team then developed management strategies aimed at providing viable options for addressing the planning issues. The management strategies provided the building blocks from which the general management scenarios, and eventually, the more detailed alternatives, were developed. The result of this process is the range of management alternatives provided in this Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS).

## Summary of Planning Criteria and Considerations

The process described above was designed to identify a viable range of management alternatives given the comments and issues identified during public scoping. At the same time, the legal requirements and directives governing the planning process were

considered in determining the range of management alternatives and in developing the framework for the DRMP/DEIS. The following is a summary of key planning considerations:

**The Presidential Proclamation** (Proclamation 7318 of June 9, 2000)

The Proclamation (Appendix A), enacted under the Antiquities Act of 1906 (Appendix B), established the CSNM, described the purposes of the CSNM, and made certain provisions for its management, including:

- Federal lands within the Monument are withdrawn from all forms of entry, location, selection, sale or leasing related to minerals or geothermal resources.
- Federal lands within the Monument boundary will remain in public ownership, unless exchanged for lands that would further protect Monument resources.
- Establishment of the Monument does not enlarge or diminish the jurisdiction of the State of Oregon with respect to fish and wildlife, including regulation of hunting, trapping and fishing, on Federal lands with the Monument.
- Livestock grazing may continue with appropriate terms and conditions under existing laws and regulations pending the outcome of a study of livestock grazing impacts on the objects of biological interest in the Monument with specific attention to sustaining the natural ecosystem dynamics.
- Valid existing withdrawals, reservations, or appropriations are not revoked by the Proclamation, but such uses must be managed to protect Monument resources.
- All motorized and mechanized vehicle use off road is prohibited except for emergency or authorized administrative purposes.
- The commercial harvest of timber or other vegetative material is prohibited except when part of an authorized science-based ecological restoration project aimed at meeting protection and old growth objectives. Removal of trees from within the Monument may take place only if clearly needed for ecological restoration and maintenance or public safety.
- Subject to valid existing rights, the reservation of a quantity of water sufficient to fulfill the purposes for which the Monument is established.

**Federal Land Policy and Management and National Environmental Policy Acts**

The development of this management plan is guided by the legal authority found in the Federal Land Policy and Management Act (FLPMA) of 1976, as amended, and the National Environmental Policy Act (NEPA) of 1969, as amended. In developing land use plans, FLPMA and NEPA require that the BLM use an interdisciplinary approach and provide opportunities for public involvement and interagency coordination. In addition, FLPMA requires land use plans:

- Give priority to the designation and protection of Areas of Critical Environmental Concern (including Research Natural Areas)
- Consider the present and potential uses of public lands
- Consider scarcity of values involved
- Rely on public land inventories
- Comply with pollution-control laws
- Manage Wilderness Study Areas to ensure that their potential wilderness values are not impaired

Both NEPA and FLPMA require BLM to provide the public with information about the effects of implementing land use plans.

Since the passage of FLPMA, an area now within the CSNM was recommended for wilderness review. This area, the Soda Mountain Wilderness Study Area (WSA), has

been managed under the BLM's Interim Management Policy and Guidelines for Lands Under Wilderness Review (IMP) (BLM Manuel H-8550-1) since it was identified. The objective of the IMP is to manage those lands so as not to impair their suitability for designation as wilderness. The Soda Mountain WSA will continue to be managed under the IMP, and the CSNM Plan will only be implemented to the extent that it does not conflict with the IMP, unless action is taken by Congress. If Congress decides not to designate any WSA lands as wilderness, those lands would then be managed under the provisions of the CSNM Resource Management Plan.

### **Oregon and California (O&C) Act of August 28, 1937**

There are approximately 40,180 acres of O&C lands in the Monument. The Presidential Proclamation establishing the Monument states "Nothing in this proclamation shall be deemed to revoke any existing withdrawal, or appropriation; however, the national monument shall be the dominant reservation." The Proclamation also states "The Secretary of the Interior shall manage the monument through the Bureau of Land Management, pursuant to applicable legal authorities (including, where applicable, the Act of August 28, 1937, as amended (43 U.S.C. 1181a-1181j)), to implement the purposes of this proclamation." The O&C Act of August 28, 1937 requires the Secretary of the Interior to manage O&C lands for permanent forest production, however, such management must also be in accordance with sustained-yield principles. Further, the Act requires that management of O&C lands protect watersheds, regulate streamflow, provide for recreational facilities, and contribute to the economic stability of local communities and industries. Lands administered under the O&C Act must also be managed in accordance with other environmental laws such as the Endangered Species Act and the Clean Water Act. Some provisions of these laws take precedence over the O&C Act and, in accordance with the Proclamation, the Monument is the dominant reservation. The CSNM Proclamation does not change the O&C status of the land, it simply withdraws it from all forms of entry or disposal under mining, land and mineral leasing laws and removes the timber volume within the CSNM from the BLM Medford District's sustainable harvest levels calculations.

### **Planning Criteria**

In addition to planning considerations of FLPMA, BLM planning regulations (43 CFR 1610) require preparation of planning criteria to guide the development of all resource management plans. Planning criteria ensures that plans are tailored to identified issues and ensure that unnecessary data collection and analysis are avoided. Planning criteria are based on applicable laws, agency guidance, public comments, and coordination with other Federal, state and local governments, and Native American tribes.

The planning criteria used in developing the Cascade-Siskiyou National Monument Resource Management Plan are as follows:

- The Plan will be completed in compliance with FLPMA and all other applicable laws.
- The CSNM Planning Team will work cooperatively with the State of Oregon, tribal governments, county and municipal governments, other Federal agencies, and all other interested groups, agencies and individuals.
- The Plan will establish the guidance upon which the BLM will rely in managing the CSNM.
- The planning process will include an Environmental Impact Statement that will comply with National Environmental Policy Act standards.
- The Plan will emphasize ecological and historic resources of the CSNM. It will also identify opportunities and priorities for research and monitoring related to the key resource values for which the CSNM was created.
- The Plan will recognize valid existing rights within the CSNM. The Plan will also outline the process the Bureau of Land Management will use to address

applications or notices filed after the completion of the Plan on land use authorizations.

- The Plan will recognize the State's responsibility to manage hunting, trapping and fishing within the CSNM.
- The Plan will address transportation and access, and will identify where better access is warranted, where access should remain as is, and where decreased access is appropriate to protect CSNM resources and manage visitation.
- The Plan will identify plant communities and address their health, protection and possible restoration.
- The Plan will set forth a framework for managing recreational activities to provide for enjoyment of visitor experiences consistent with the ecological objectives of the key resource values.

## Significant Decisions Proposed In the Plan

This CSNM Draft Resource Management Plan/DEIS provides a broad array of decisions concerning major resource issues, especially in the action alternatives (Alternatives B, C, and D). The decisions vary among the respective alternatives, and their level of specificity also differs. As in the case of any resource management plan, it is expected that subsequent activity planning will occur, consistent with the guidance included in this Plan, in order to make decisions on individual activities. For example, this could include the management of outfitter and guide services in a given area or provision for a designated hiking trail system. The most significant areas in which this plan offers decisions within the CSNM include:

- Plant Community Health
- Access and Transportation System
- Hiking/Non-Mechanized Recreation
- Visitor Use
- Special Forest Products
- Mechanized Recreation
- Recreational Animal Stock Use
- Facilities/Rights-of-Way

## What's next in the Planning Process

Availability of this Draft Resource Management Plan/DEIS was announced in the Federal Register and in local media. Publication of the Notice of Availability opens a comment period for the public to submit written comments on this Draft Plan. During this period, public meetings will be held in locations and times announced in the letter accompanying this document and in local media.

After analysis and consideration of public comments on the DRMP/DEIS, the CSNM Proposed Resource Management Plan/Final Environmental Impact Statement is expected to be released in the Fall of 2002. The Approved CSNM Resource Management Plan/ROD is expected to be completed by 2003.

