

Steens Working Group

Final Report

January 14, 2000

TASK

The Steens Working Group (Group) was formed at the request of Congressman Walden and Governor Kitzhaber to develop recommendations for legislative concepts regarding Steens Mountain. The Group was to concentrate on the issues that the Southeast Oregon Resource Advisory Council (RAC) could not reach a decision, needed more input, or did not address.

THE SIX ISSUES IDENTIFIED

Boundary of the Area
Wilderness
Grazing
Development
Transportation and Access
Recreation

MEMBERS OF THE WORKING GROUP-AFFILIATIONS

Sybil Ackerman - Sierra Club, representing environmentalists
Stacy Davies - Roaring Springs Ranch, representing private landowners and grazing
Mike Golden - Chair, Southeast Oregon RAC
Wanda Johnson - Chair, Burns Paiute Tribal Council, representing Tribal interests
Dan Nichols - Harney County Commissioner, representing local government
Chris Solomon - Oregon Hunter's Association, representing recreation

Representatives from Governor Kitzhaber's Office and Congressman Walden's Office were invited to be at the table, but were not voting members.

Senator Wyden and Senator Smith also had representatives at the meetings.

GOAL AND PURPOSE

The goal of the Group was to develop legislative concepts by discussion of each issue. The Group attempted to reach consensus on as many issues as possible, thereby increasing the strength of the proposal. However, the Group felt that in issues where consensus could not be reached it was important to show the rationale for divergent opinions. This is reflected throughout the report by noting areas of consensus, then presenting alternatives where consensus could not be reached. Supporters of each alternative are also noted when possible.

Throughout the report, alternatives are not in priority order.

COMMON THEME

The Group agrees that the present characteristics of the Mountain, such as remoteness, open space, and landscape management, are important to preserve; however, there was a divergence of opinion of how to achieve that goal.

Integration of public and private land management and ecological integrity of the Mountain are key components of any legislation.

The mandates and philosophies of the participants made reaching consensus very difficult, particularly in the short time allowed for the process to work. The Group wishes to continue to be involved in the legislative process, including review of draft legislation and possible participation in any hearings that may take place.

VISION STATEMENT

The underscoring of portions of the Vision Statements shows the primary differences between the two.

Alternative 1 prioritizes human values that equate to the protection of the ecosystem.
Supported by Mike Golden and Sybil Ackerman.

The Steens-Alvord National Conservation Area (NCA) will be implemented by the Bureau of Land Management (BLM) with the advice of the Steens Mountain Advisory Committee (SMAC) that will be formed to continue to create new progressive management programs and strong partnerships that lead to significant ecological improvements. The SMAC will utilize best available science, existing management plans and tools to formulate new, unique approaches to management of the Mountain that results in effective incentives for land management that conserves the ecological integrity of the Steens-Alvord area and a strategy that provides for a seamless program of full watershed protection. The Steens-Alvord NCA, as implemented by the BLM, will ensure the conservation, protection and enhancement of the archaeological, botanical, ecological, educational, geologic, Native American cultural, open space, riparian, recreational, scenic, scientific, wilderness, and wildlife resources of the public land therein contained. The Act is intended to contribute to the stability and sustainability of Harney County's economy and help sustain the County's historic ranching culture, consistent with the purposes for which the NCA is established.

Alternative 2 balances ecological values and human uses. Supported by Stacy Davies, Chris Solomon, Wanda Johnson, and Dan Nichols.

The Steens Mountain Cooperative Management Program (SMCMP) will be formed to continue existing and create new and progressive management programs and strong partnerships between all users that will lead to continued ecological improvements. The Steens Mountain Advisory Committee (SMAC) will be formed with individuals who have knowledge of the area and its resources, to utilize good science, existing management plans, and other tools to formulate new, unique approaches to sound management of the Steens Mountain. This management team approach will develop cooperative programs and incentives for seamless landscape management that meets human needs and maintains and improves the ecological integrity of the Mountain. This program will ensure the conservation, protection, and management of the geological and biological resources, protection of Native American cultural and archaeological sites and additional cultural and historic sites, and recognition and promotion of current and historic recreational use. This is to be done while striving to maintain minimal impact on the land as well as assure that private landowners and Harney County maintain economic viability, historic ranching industry and culture of the area.

Cooperative monitoring using objective criteria will provide for the adaptive management adjustments to changes in land use and environmental conditions seasonally and over time. Major environmental or land use changes will initiate formal involvement of the diverse interests with the SMAC and the BLM to develop short-term and long-term management and plan adjustments, thereby assuring the overall quality and integrity of Steens Mountain.

BOUNDARY OF THE AREA

Introduction

Establishing a boundary for the Steens Mountain area was recognized as a critical aspect of any legislative package. Issues such as mining and geothermal development, wilderness, grazing, Native American cultural and archaeological sites, the Alvord Desert, private land, existing homesites and many other issues created as many disagreement points as there were participants in the discussion. Reaching consensus on a boundary proved to be impossible. In the end, it was agreed that each would present their own boundary alternative and prepare a rationale for that decision.

General Agreement Areas

Eliminating as many residences as possible from the area was agreed, but how big the area should be was not resolved.

Alternative 1 - Supported by Mike Golden

(See Map - Legislative Designation Boundary Alternatives)

Proposal:

	Acres
BLM Jurisdiction	521,988
Oregon State Land	17,477
Private Land	83,887
Total	623,352

Rationale:

Size: It is large enough to be a viable unit and contains all of the unique high country of the Mountain as well as the Donner und Blitzen watershed.

Private Land: The main purpose of this boundary was to remove as much contiguous private land from inside the boundary as possible, while still retaining the integrity of the area. The lines are drawn in an attempt to shield any private land development from the viewshed of the Steens Mountain Area.

Alvord Playa: This area is unique enough to be included. Geothermal development will be withdrawn from the playa within this boundary. Historically, recreational use of motor vehicles has been allowed and should be continued.

Wilderness, Wild and Scenic River (WSRs): All current Wilderness Study Areas (WSAs) and WSRs would be retained, as well as all other Areas of Critical Environmental Concern (ACECs) and currently protected areas.

Alternative 2 - Supported by Sybil Ackerman
(See Map - Legislative Designation Boundary Alternatives)

Proposal:

	Acres
BLM Jurisdiction	897,549
Oregon State Land	41,971
Private Land	263,410
Total	1,202,930

It is essential that the NCA contain within its boundary all of the attributes known by visitors, experts, and scientists alike as the Steens-Alvord Basin and Range. In addition to the High Steens, this proposal includes the North and South Steens (e.g., Riddle Mountain and Alvord Peak), Diamond Craters, Alvord Basin (e.g., Alvord Lake and Borax Lake), Mickey Basin, and the Sheepshead Mountains (e.g., Heath Lake and Tudor Lake).

Rationale: The boundary was created with common sense criteria to achieve seamless land management and protection for the aforementioned basin and range. The boundary will enable land managers to protect the Steens-Alvord as an entire ecological entity rather than as a series of separately managed units which could cause fragmentation. The conservation community also believes that the proposed boundary is essential to adequately protect the Steens-Alvord from the potentially intrusive and ecologically devastating effects of mining and development. The area is important because it is home to numerous relic and endemic species as a result of great topographic relief, isolation, and Pleistocene biological connections with the Rocky Mountains and Sierra Nevada range.

The Alvord Basin is as ecologically interesting as Steens Mountain. It contains lakes, hot springs, playas, salt desert scrub, and sand dunes, providing habitat for several at-risk endemic fish species and a rich variety of plants, reptiles, small mammals and arthropods.

Alternative 3 - Supported by Stacy Davies

(See Map - Legislative Designation Boundary Alternatives)

Proposal:

	Acres
BLM Jurisdiction	32,766
Oregon State Land	433
Private Land	0
Total	33,199

Stacy's proposal defines a boundary on the high Steens and a program to address issues beyond that boundary as described in the Package Proposal portion of this report.

Rationale: Steens Mountain High Country Area contains the most unique and significant scenic area on Steens Mountain with important botanical and wildlife values and associated public uses.

The SMCMP would be established on land around the Steens Mountain High Country Area to recognize and continue the many private and public management partnerships. The SMCMP would not be tied to a specific boundary, thereby providing creative landscape management opportunities and private land involvement. The significance of diverse public uses and private land requires this cooperative approach.

Management needs and opportunities would define site-specific areas and programs to better address specific issues, and progressively deal with future changes and problems in an open advisory committee process. Public and ecological values will best be protected by involving private landowners in cooperative management solutions.

Any boundary chosen beyond the Steens Mountain High Country Area boundary will stop landscape management. Even the largest boundary fragments watersheds, wildlife migration zones, ranches and allotments, wild horse management areas and other management on biological units.

The SMCMP and associated processes will best preserve the important resources in the greater Steens area. Boundaries fragment management.

Alternative 4 - Supported by Chris Solomon
(See Map - Legislative Designation Boundary Alternatives)

Proposal:

	Acres
BLM Jurisdiction	260,396
Oregon State Land	433
Private Land	5,658
Total	266,487

Rationale: This area is large enough to include from the high country to the desert floor along with most of the Donner und Blitzen watershed. The main purpose of this boundary is to retain the integrity of the Mountain while excluding as much private property from the boundary area as possible. WSAs, WSRs, and ACECs will remain intact.

WILDERNESS

Introduction

As with the boundary, wilderness proved to be a difficult issue. The WSAs could be maintained and Wilderness designation be decided by legislation at some future date. Despite the Secretary's statement that wilderness not be a make or break issue, the Group decided to present alternatives. Maps based on alternatives accompany this report.

General Agreement Areas

Wilderness has a place on the Mountain, but the amount and location could not be determined.

If any current WSAs are not designated as Wilderness they would remain WSAs as managed under Federal Land Policy and Management Act (FLPMA).

Alternative 1 - Supported by Mike Golden, Stacy Davies, Chris Solomon, and Dan Nichols

Proposal: The portion of the High Steens WSA (39, 071 acres), as identified on the attached Wilderness Map, is recommended to be included as Wilderness, subject to the following caveats:

- S The running camp activities would not be impacted or limited because of Wilderness designation.
- S Present and historic winter recreation uses will be continued. The Steens Mountain Loop Road and associated pullouts and spurs, including access to the State land, would be excluded from the Wilderness area designation.
- S All tools for vegetative and wildlife management, including vehicles, aircraft, and chain saws would be allowed subject to approval by the SMAC.

Alternative 2 - Supported by Mike Golden, Stacy Davies, and Chris Solomon

Proposal: A portion of the Home Creek WSA (15,409 acres), as specified on the attached Wilderness Map, will be designated Wilderness subject to the following caveats:

- S Excluding the roads from Wilderness designation as noted on the included Wilderness Map
- S All tools for vegetative, livestock, wild horses, and wildlife management, including vehicles, aircraft, and chain saws would be allowed subject to approval by the SMAC.

Stacy's rationale for not designating more Wilderness: Tools necessary for research; wild horse, vegetation, livestock, and wildlife management; and historic recreation uses are incompatible with Wilderness designation. Many of the wilderness values are important to maintain; however, open spaces and solitude can best be sustained through the Cooperative Management Program. The high percentage and intermingled nature of private land makes them key to overall wilderness values.

Alternative 3 - Supported by Sybil Ackerman

Proposal: Wilderness will be designated in all areas currently earmarked as WSAs by the BLM (463,203 acres), and those areas that are adjacent and have wilderness values. There will also be a reinventory of Wilderness suitability within 2 years in the NCA boundary.

Rationale: There are very few areas in the world that offer as much solitude, enjoyment and wildlife value as the Steens-Alvord Basin and Range, the Crown Jewel of Southeastern Oregon. The conservation community believes that Wilderness areas are essential to preserve wildlife, open space and solitude in locations identified by the BLM as containing wilderness characteristics.

The Wilderness Act provides adequate guidelines for management. As such, caveats to the current proposal should be minimal as it can cause management difficulty.

SPECIAL DESIGNATIONS

Alternative 1 - Supported by Sybil Ackerman

Proposal: All stream segments in the NCA should be designated Wild and Scenic if found by BLM to be eligible for inclusion in the National WSR System. Additionally, there are several streams in the east face of the Steens Mountain that were not found to be eligible by the BLM, but in fact, are suitable for inclusion in the system. The same is true for the Deep, Mud, and Ankle Creeks in the headwaters of the Blitzen River. Finally, Kiger Creek in the Kiger Gorge was omitted by BLM and should be designated by Congress.

Rationale: WSRs should be designated to protect free-flowing rivers that contain natural free-flowing qualities.

Alternative 2 - Supported by Stacy Davies, Chris Solomon, Dan Nichols, and Wanda Johnson

Proposal: No additional streams would be designated as Wild and Scenic.

Rationale: The Donner und Blitzen WSR area designation has limited management for healthy watersheds, healthy aspen stands, wildlife habitat diversity or in reintroducing fire into the ecosystem. Many aspen stands will be permanently lost in Wild and Scenic and WSAs if appropriate management practices like cutting juniper for aspen restoration and prescribed fire continue to be excluded. These very important special values are successfully being restored and managed in other stream corridors and riparian areas because they are outside existing special designations. More than 90 percent of stream miles in the Kiger drainage is private land with progressive BLM, Oregon Department of Fish and Wildlife and private landowner cooperative prescribed burning, aspen restoration and wildlife habitat management programs being implemented.

GRAZING

Introduction

Secretary Babbitt noted in his visit to the Steens Mountain that any land management plan for the Mountain will include grazing as a component. Impacts of grazing; private land fencing; grazing in WSR corridors; recreational impacts; landscape effects; aesthetics; scientific studies, both pro and con; allotment boundaries; and elevation and monitoring were issues discussed. Lacking a consensus, the Group chose to present alternatives.

General Agreement Areas

Grazing would be a component of any legislation or land management plan for the Mountain.

Alternative 1 - Supported by Sybil Ackerman

Proposal:

	Acres
BLM Jurisdiction	125,676
Oregon State Land	1,070
Private Land	61,627
Total	188,373

Grazing may be allowed to continue in areas suitable for grazing and where consistent with the purposes for which the NCA is created which is to conserve, protect and enhance the ecological integrity of the Steens-Alvord Basin and Range. The Secretary shall retire any public land grazing permit within the NCA voluntarily surrendered by the current grazing permittee. Grazing shall be phased out within 2 to 5 years in the watershed of the Donner und Blitzen WSR above Page Springs Campground and on land above 6,500 feet elevation (Map - Area Not Allocated for Grazing, Alternative 1). Any permittee whose permit is reduced or eliminated upon designation of the NCA may be compensated.

The BLM may adjust the no grazing zone based on the actual location of existing fencing and topographical features to avoid new fencing provided the strategy is consistent with the purposes of the NCA. Free grazing may also be available to any rancher who has additional expenses due to the higher level of protection required by the NCA. These provisions in no way create a grazing right.

Rationale: The conservation community believes that grazing is not appropriate everywhere in the Steens-Alvord Basin and Range. The conservation community understands, however, that ranching is an established use in the Steens-Alvord Basin and Range. This is the reason the conservation community desires to request additional incentives to minimize the effect on the ranching community.

Alternative 2 - Supported by Mike Golden, Chris Solomon, Stacy Davies, and Dan Nichols

Proposal: BLM is authorized to continue to provide opportunities for grazing consistent with the current statutes, regulations and policies. Exceptions to regulations and policies could be made to provide for incentives to enhance opportunities to meet the purposes of this Act.

This alternative promotes management of grazing to ensure ecological health and economic sustainability. Adequate funding for management (e.g., monitoring, fencing) will be provided. The SMAC, and potentially a scientific review team, will address and prioritize ecological concerns and management solutions.

Rationale: Grazing is the one economic use that ties public and private land management together. Livestock grazing as a management tool for prescribed fire management, public trail maintenance, noxious weed management, wildfire prevention, cheatgrass management, legume establishment in riparian areas and other management purposes will be allowed and available to fulfill proper management of the area. At times, grazing can be a management tool for wildlife habitat management. Statutorily limiting the use of management practices limits long-term management options and the ability to respond to natural events and changes.

Alternative 3 - Supported by Mike Golden

Proposal:

	Acres
BLM Jurisdiction	37,775
Oregon State Land	433
Private Land	239
Total	38,447

Retain the current no grazing areas as identified on the attached map entitled 'Area Not Allocated for Grazing, Alternative 3.'

DEVELOPMENT

Introduction

Development is an issue that deals primarily with private land within the Steens Mountain area. Discussion included the appropriate role of Federal versus State oversight, private property rights, incentives for not developing on private land, regulations and values of land.

General Agreement Areas

The Federal Government or other parties may enter into agreements with willing landowners that would provide incentives to prevent development on their private land.

Alternative 1 - Supported by Sybil Ackerman, Mike Golden, and Wanda Johnson

Proposal: Public Land: Development will not be allowed on public land, with the exception of appropriate interpretive and educational facilities or for the proven exceptional need for public health and safety. Developments falling under the exception will be consistent with the overall purposes of the NCA which is to conserve, protect and enhance the ecological integrity of the Steens-Alvord Basin and Range.

Rationale: Public land should preserve the current remote, ecologically unique character of the Steen-Alvord Basin and Range.

Alternative 2 - Supported by Stacy Davies, Mike Golden, Chris Solomon, Dan Nichols, and Wanda Johnson

Proposal: Discourage structures on public land that would encourage increased recreation. When recreation uses increase, necessary structures would be constructed to mitigate impacts. Developments should be constructed in the lower elevations and in a manner that maintains the open space, remote feeling of Steens Mountain.

Alternative 3 - Supported by Sybil Ackerman

Proposal: Private land development within the NCA should address the following three points.

- S First, any change of use on private land shall be reviewed by a team of independent experts, the Steens Planning Group (SPG) who will decide whether or not it will substantially alter the character of the Steens-Alvord Basin and Range. The team will also ensure that all development is consistent with the overall purpose of the NCA.
- S Second, in order to increase the ecological integrity of the Steens-Alvord Basin and Range, the BLM will utilize land exchanges and conservation easements geared toward ecological protection and recreation.
- S Third, if BLM is unable to capitalize on more traditional types of land purchases and easements, it will have the right of first refusal for all private land sales and will retain condemnation authority.

Rationale: The proposed language for private land will allow for creative land management solutions on private land while at the same time ensuring that the general character and nature of the area remains in its current state. Specifically, the language (detailed language on condemnation later in report) permits condemnation if all attempts at a negotiated solution fail, and it is absolutely necessary for the Federal Government to purchase the land in order to protect the Steens-Alvord from intrusive and damaging development. The amount of money required for this private land proposal should be determined by the BLM after analysis of the land values at issue.

Note: The proposal should not include provisions for long-term grazing permits with a renegotiation when a portion of the grazing lease becomes unavailable for grazing. This arrangement will not stop development. The agreement could hinder BLM's ability to encourage ecologically sensitive grazing programs. The reason is that BLM may be hesitant to encourage a change in grazing practices if it will mean that the rancher will regain the ability to develop on their private land. The agreement, if structured in an ambiguous fashion, could also actually lead to minimal protection from development over the long term.

Details of the Steens Planning Group (SPG): Proposal: The SPG shall serve as an advisor to the BLM. The overarching goal of the SPG is to protect, enhance and preserve the ecological integrity of the Steens-Alvord. Commercial development shall not be a goal of the SPG. The SPG shall be a separate entity from the overarching advisory committee in order to emphasize expertise in land use issues. The SPG will review all land use changes that threaten to substantially alter the character of the Steens-Alvord. No one on the committee should have a potential conflict of interest. The SPG should be well-balanced to represent a wide array of interests in the State, and should be composed of no more than five people. The potentially approved plan shall become part of the County Comprehensive Plan provided that the Harney County Court review the decision and agrees that it is consistent with the goal of conservation, protection, and enhancement. Economic gain will not be a factor in the decision for either the SPG or the Harney County Court.

Rationale: As structured above, the SPG will serve to protect the Steens-Alvord from intrusive and damaging development, while at the same time allowing for development that is consistent with the overall purpose of the Steens-Alvord NCA. To maintain the ability to focus on the protection of the basin and range with reference to the broad range of issues, both local and national, it is critical that the decision-making entity remain separate from the Harney County Court.

Alternative 4 - Supported by Stacy Davies, Mike Golden, Chris Solomon, Dan Nichols, and Wanda Johnson

Proposal:

- S Provide authority to the BLM or other parties to enter into agreement with willing landowners that would provide incentives to prevent development on private land on Steens Mountain.

- S Provide authority to utilize the Land and Water Conservation Fund (LWCF) for the purchase or lease of development rights, hereinafter called Development Agreements.
- S Development Agreements could include negotiated term relinquishment of development rights in exchange for negotiated term leases or permits on Federal land. Lease agreements could allow a 3-year extension and management use period in the event of statutory or policy changes in operation of the lease agreement or during renegotiation of the agreement.
- S Development Agreements require the review of the SMAC.
- S Direct the SMAC to develop priority areas and alternative length of Development Agreements relative to financial resources available and management objectives.
- S Allow for Development Agreements to be negotiated or entered into by third parties including collective agreements or voluntary development plans for single or multiple landowners in consultation with the SMAC, the BLM or the County Court.
- S Allow for Development Agreements or Management Agreements to be negotiated as a part of land exchanges, land sales, or changes of use on private land.
- S The government cannot make a landowner an unwilling seller through manipulation of permits, leases or restrictions on surrounding land.

Alternative 5 - Supported by Mike Golden, Sybil Ackerman, and Wanda Johnson

Proposal: Government should have right of first refusal for private property purchases subject to developing language on time limitations, change of use, sales to family members, allowing for Federal Government to pay more than the appraised value, and notification of the Federal Government.

Alternative 6 - Supported by Mike Golden, Dan Nichols, Chris Solomon, Stacy Davies, and Wanda Johnson

Proposal: The SPG should not be implemented.

Rationale: There are current land use processes and laws in effect. This creates an overlap of authority and processes.

MANAGEMENT TEAM CONCEPT

Introduction

Any legislative package or management plan for the Mountain will need some oversight. The Group recognizes that there are management plans in place and that the BLM has management responsibility, but because of the diversity of issues, presence of much private land and a wide range of recreational use and usage it would be desirable to assemble an advisory committee to work with BLM specifically on Steens Mountain issues within whatever boundary is established. This advisory committee would help in implementing the legislation as well as be the primary group to assist in the development of a long-term plan and implementation of that plan on-the-ground.

General Agreement Areas

An advisory committee should be formed for the Steens Mountain area.

Proportional voting should occur.

Funding should be provided to cover expenses of participation, thereby allowing any qualified person to be involved regardless of financial ability.

Alternative 1 - Supported by Mike Golden, Chris Solomon, and Wanda Johnson

Proposal: The SMAC shall be created and consist of individuals representing a broad spectrum of interests. The SMAC will advise the BLM on implementation of this Act and have among its duties the development of a comprehensive plan for the area within the boundary. The plan shall be designed to maintain and protect the resource values, the Native American cultural and archaeological sites, and the economic, social and ecological characteristics of the Steens-Alvord Area.

Membership would include

- S One (1) RAC member
- S Three (3) outside scientists (outside BLM)
- S Three (3) environmental representatives
- S Three (3) landowners
- S Three (3) users group (one from eastside, one from westside, and one at large)
- S One (1) Harney County Commissioner
- S One (1) Tribal representative
- S One (1) at-large member

Nominations would be made through the BLM State Director, Governor's Office, and Harney County Court and appointed by these offices. Emphasis in selection would be for people who have good knowledge of the area.

The County Court should be involved in the nomination or selection of the committee to ensure the participants have a history of cooperatively working on issues and have a basic knowledge of Steens Mountain.

It is important that all members of the SMAC be voting members in order to develop a true working team with full ownership of the decisions and the implementation process.

Other technical advisors could be utilized as needed.

Alternative 2 - Supported by Dan Nichols, Stacy Davies, and Chris Solomon

Proposal: The SMAC shall be created and consist of individuals representing a broad spectrum of interests. The SMAC will advise the BLM on implementation of this Act and have among its duties the development of a management plan.

Representation on the SMAC shall be comprised of 12 members that have a history of cooperatively working on issues and have a basic knowledge of Steens Mountain.

Nominations shall be submitted to the Governor, the BLM State Director and the Harney County Court with appointments made in the following manner:

Governor's Office

- S One (1) representative from Oregon with an interest in the Steens area without specific organizational affiliations.
- S Two (2) representative landowners within the Steens Mountain area.

BLM State Director:

- S One (1) wild horse representative with a recognized and active background in the wild horse program.
- S One (1) environmental representative from a recognized environmental organization.
- S One (1) grazing permittee from within the management area.
- S One (1) Southeast Oregon RAC member.

County Court:

- S One (1) representative of sports fishing interest.
- S One (1) representative of hunting interests.
- S One (1) representative of diverse uses; e.g., camping, hiking, nature study, photography, etc.
- S One (1) representative for Off-Highway Vehicle (OHV) use.

Tribe:

- S One (1) Tribal representative shall be selected in a manner determined by the Tribe.

The County Court, the Governor and the BLM State Director must concur with individual appointments.

Other technical advisors can be utilized as needed.

Rationale: An advisory group designed to gain citizen input is a positive addition to overall management of the area. It is necessary that the advisory committee represent a wide array of individuals that embody all values of the public land.

Alternative 3 - Supported by Sybil Ackerman

Proposal: Agree with the proposed representation of the SMAC in Alternative 1, except that the scientists should not be voting members. The SMAC must work toward an overarching goal of the Steens-Alvord Basin and Range NCA and serve as an advisor to the BLM. There should be a separate independent scientific body that works with BLM, in addition to the SMAC, on issues pertaining to adaptive management proposals for the plan. The BLM State Director and the Governor shall have authority over the representation of the SMAC. Each interest group will also have influence over who is chosen to represent them. The group must be well-balanced from a national perspective and should adequately represent the array of individuals with an interest in the Steens-Alvord Basin and Range. Proportional voting should be the mode of decision-making. There shall be an additional nonvoting facilitator. The meetings should comply with the Federal Advisory Committee Act (FACA).

Rationale: An advisory group designed to gain citizen input is a positive addition to overall BLM supervision of the area. It is necessary that the advisory committee represent a wide array of individuals that embody all values of public land. As such, the Harney County Court should not have a disproportional amount of authority over who is chosen for the SMAC.

TRANSPORTATION AND ACCESS

Alternative 1 - Supported by Chris Solomon, Stacy Davies, Dan Nichols, Wanda Johnson, and Mike Golden

Proposal: The overall goal of the road system on the Steens Mountain will be consistent with the Vision Statement for the conservation, protection and management of the geological, biological, cultural, historic and recreational uses of the Mountain. Roads and public access will continue to be maintained in their current standard, retaining their primitive nature. Access to the Mountain for management, recreation, cultural and private property on and about the Mountain will remain open except during seasonal closures. All roads will be considered open unless posted by a closure system. The BLM and the SMAC will develop a comprehensive transportation plan recognizing that partnerships are essential to

maintaining adequate access for all uses. The use of aircraft, public and private, for fly overs and landings on the Steens Mountain is essential to the overall management of the area. Permitted fly overs and landings will be allowed to continue for the management of wildlife, vegetation, wild horses, fish, research, monitoring, public safety, ranching, and recreation.

Alternative 2 - Supported by Sybil Ackerman and Wanda Johnson

Proposal: Recreation and road use in the NCA must be consistent with the vision of the Steens-Alvord Basin and Range NCA, which is to conserve, protect and enhance the ecological integrity of the Steens-Alvord. Assure access to all past, current and future Tribal cultural sites for all seasons.

Off-road vehicles and snowmobiles will be closely managed because they can cause excessive ecological effects, including air and noise pollution. These vehicles will be allowed seasonally or year-round on roads that have been improved or maintained to be managed in a manner consistent with the purpose of the NCA. Any roads that are causing resource damage or are inconsistent with the purposes of the NCA shall be closed and rehabilitated. All roads not specifically designated as open will be presumed closed. In addition, private landowners can gain easements across public land for landlocked parcels.

Rationale: Unfettered use of roads causes ecological damage and intrudes upon isolation and remoteness. OHVs are appropriate only in certain locations in the Steens-Alvord, because they can cause the spread of invasive weeds, can disturb sensitive plant and animal communities, and can create significant amounts of noise and air pollution. The roads that may remain open include the Steens Mountain Road, Diamond Loop Road, all roads to official lookouts, Summit Road, McCoy Creek Road, all campground access roads, Riddle Brothers Ranch Road, Lauserica Road, the road to Mickey Hot Springs and Table Mountain, the road from the North Steens to Stonehouse, all county roads, Moon Hill Road and the Mud Creek Road.

RECREATION

Alternative 1 - Supported by Chris Solomon, Dan Nichols, Stacy Davies, Wanda Johnson, and Mike Golden

Proposal: The RAC report captured the majority of the important concepts for recreation; however, special emphasis needs to be placed on the following:

- S Ensure that current and historic recreational uses and access would be allowed to continue without major restrictions.
- S Ensure the Native American cultural, archaeological, and religious sites are still protected and not adversely impacted.
- S Develop a method of measuring the amount of use and monitoring its impacts.
- S SMAC would assess recreation use and make recommendations for future use.
- S Management would be to ensure adverse impacts would not occur to ecological health or to current businesses.

Alternative 2 - Supported by Sybil Ackerman, Wanda Johnson and Mike Golden

Proposal: Recreation must be consistent with the vision of the Steens-Alvord Basin and Range NCA which is to conserve, protect and enhance the ecological integrity of the area. Assure access to all past, current and future Tribal cultural sites during all seasons.

Rationale: All recreation should be managed to enhance open space and solitude.

PACKAGE PROPOSALS

The Steens Mountain Proposed Tiered Management Plan - Mike Golden
(See Map - Core Area)

- S Focus of this plan would be watershed management but with tighter restrictions in the Core Area that contains many of the unique characteristics of the Steens Mountain area.
- S Federal legislation would allocate money to fund management and cooperative areas on both public and private lands.

- S SMAC would be responsible for development of this plan implementation, incentives, cooperative projects, etc., in both the Core Area (see Map - Core Area) and the larger boundary.
- S Would utilize recommendations contained in this report and the RAC report in creation of this process.

Core Area

- S The Core Area boundary would include:

Donner und Blitzen watershed, headwaters to Frenchglen
N. Boundary - Loop Road to WSA boundary to Rim
E. Boundary - High Rim to Point it leaves WSA
S. Boundary - From E. Boundary to Donner und Blitzen watershed
(see Map - Core Area).

Acres

BLM Jurisdiction	108,413
Oregon State Land	433
Private Land	12,551
Total	121,397

- S Partnerships and incentives would be an integral part of the management plan on this portion of the Mountain.
- S Wilderness is recommended in the Core Area on all land recommended by BLM for Wilderness.
- S Current WSAs would be retained and reinventoried for potential Wilderness.
- S Grazing would be removed from Wilderness, WSAs and the WSR corridor within the Core Area within 5 years, subject to long-term grazing permits being approved and implemented inside the outer boundary.
- S All mechanized tools needed for vegetative and wildlife management including motor vehicles, aircraft and chain saws would be allowed subject to approval of the SMAC.

- S All mining and mineral activity would be withdrawn from the Core Area.
- S Land trades would be encouraged that result in BLM ownership inside Core Area boundary.
- S Long-term grazing and other permitted uses would be used as incentives to reach agreement with private landowners to voluntarily limit developments.

Outer Boundary:

- S This proposal would be the Golden proposed boundary but could be enlarged subject to approval by other parties and the SMAC.
- S Management would be less restrictive within this boundary with the emphasis on sound science and management; retention of existing partnership; and creation of new, progressive partnerships that will result in optimum watershed health.
- S Retain all WSAs.
- S Encourage incentives for private landowners to discourage development inside the Core Area.
- S Landowners and land outside boundary could be included with agreement of the landowner. This would promote seamless management over a large area.
- S Incentives would be created that could result in the buy out of development rights in exchange for long-term grazing or other permitted uses.
- S Long-term grazing and other permitted uses would be developed.
- S Mining criteria could be developed inside outer boundary.

Steens-Alvord Basin and Range NCA - Sybil Ackerman

(See Map - Steens-Alvord Basin and Range NCA)

This package proposal will protect the ecological integrity of the Steens-Alvord Basin and Range. In general, the implementation plan as described by this package proposal will balance competing public values in order to protect open space and solitude enjoyed by visitors and residents of the Steens-Alvord Basin and Range.

Purpose - The overall purpose of the Steens-Alvord NCA shall be to conserve, protect, and enhance the ecological integrity of the Steens-Alvord Basin and Range for present and future generations. The unique and nationally important values of the NCA specifically include: archaeological, botanical, ecological, educational, geologic, Native American cultural, open space, riparian, recreational, scenic, scientific, wilderness, and wildlife resources of the public land therein contained within the Steens-Alvord Basin and Range. The overall purpose of the NCA is modeled after the Red Rocks NCA and the Gila Box NCA.

Boundary - It is essential that the NCA contain within its boundary all of the attributes known by visitors, experts, and scientists alike as the Steens-Alvord Basin and Range. In addition to the High Steens, this proposal includes the North and South Steens (e.g., Riddle Mountain and Alvord Peak), Diamond Craters, Alvord Basin (e.g., Alvord Lake and Borax Lake), Mickey Basin, and the Sheepshead Mountains (e.g., Heath Lake and Tudor Lake). This boundary will enable the BLM to manage the Steens-Alvord Basin and Range as a common sense and seamless ecological unit, and will not require the implementation of multitudes of disconnected plans.

Grazing - Grazing may be allowed to continue in areas suitable for grazing and where consistent with the purposes for which the NCA is created which is to conserve, protect and enhance the ecological integrity of the Steens-Alvord Basin and Range. The Secretary shall retire any public land grazing permit within the NCA voluntarily surrendered by the current grazing permittee. Grazing shall be phased out within 2 to 5 years in the watershed of the Donner und Blitzen WSR above Page Springs Campground and on land above 6,500 feet elevation. Any permittee whose permit is reduced or eliminated upon designation of the NCA may be compensated. The BLM may adjust the no grazing zone based on the actual location of existing fencing and topographical features to avoid new fencing provided the strategy is consistent with the purposes of the NCA. Free grazing may also be available to any rancher who has additional expenses due to the higher level of protection required by the NCA. These provisions in no way create a grazing right.

Wilderness - Wilderness is necessary to ensure that the Steens-Alvord Basin and Range does not lose its current remote and open space character. Therefore, Wilderness will be designated in all areas currently earmarked as WSAs by the BLM and those areas immediately adjacent containing wilderness values.

There will also be a reinventory of Wilderness suitability within 2 years in the NCA boundary.

Recreation - Recreation shall be allowed provided it conforms to the overall purposes of the NCA. Off-road vehicles and snowmobiles, however, will be closely managed because they can cause excessive ecological effects, including air and noise pollution. These vehicles will be allowed seasonally or year-round on roads that have been improved or maintained to be managed in a manner consistent with the purpose of the NCA. Any roads that are causing resource damage or are inconsistent with the purposes of the Act shall be closed and rehabilitated. All roads not specifically designated as open will be presumed closed.

Advisory Team - A team of individuals representing a broad and balanced array of interests shall advise the BLM on management decisions within the NCA. There shall also be a separate team of independent scientists that advise the BLM on monitoring and adaptive management decisions within the NCA. The advisory team shall comply with the FACA.

Mining - Mining of locatable, leaseable, saleable, and geothermal will be prohibited in public land located within the NCA due to the ecologically and aesthetically problematic attributes of this type of resource extraction. BLM may keep open a few existing rock pits for road maintenance on public land.

Development - Development is prohibited on public land. There are a separate set of standards, however, for private land development within the NCA. First, any change of use on private land shall be reviewed by a team of independent experts who will decide whether or not it will substantially alter the character of the Steens-Alvord Basin and Range. The team will also ensure that all development is consistent with the overall purpose of the NCA. Second, in order to increase the ecological integrity of the Steens-Alvord Basin and Range, the BLM will utilize land exchanges and conservation easements geared toward ecological protection and recreation opportunities. Third, if BLM is unable to capitalize on more traditional types of land purchases and easements, it will have the right of first refusal for all private land sales and will retain condemnation authority.

WSRs - All stream segments in the NCA should be designated Wild and Scenic if found by BLM to be eligible for inclusion in the National WSR System.

Additionally, there are several streams in the east face of the Steens Mountain that were not found to be eligible by the BLM, but in fact, are suitable for inclusion in the system. The same is true for the Deep, Mud, and Ankle Creeks in the headwaters of the Blitzen River. Finally, Kiger Creek in the incomparable Kiger Gorge was omitted by BLM and should be designated by Congress.

Steens Mountain High Country Area and Cooperative Management Program - Stacy Davies

Mike Golden, Dan Nichols, Wanda Johnson and Chris Solomon concur with the Management Program, but disagree with the boundary or lack of a boundary of the area.

Steens Mountain High Country Area is established to conserve, protect and enhance the unique, scenic high Steens area.

SMCMP will institute a process to maintain landscape management. Private land and diverse public uses necessitate a progressive process to maintain ecological integrity and public values.

The following is a conceptual demonstration of how it would work. Identified or Potential Problems are numbered, followed by a description of existing management, then SMCMP solutions.

1. Ecological advancement to juniper-dominated woodland with potential losses of wildlife and plant community diversity and declining watershed condition.
 - a. Existing: Existing private, BLM and private-public cooperative efforts are aggressively reintroducing fire into the ecosystem. Juniper is being cut to restore quaking aspen and enhance riparian areas, uplands and watershed conditions to address future ecological changes and allow the reintroduction of fire into the ecosystem as a natural process.

- b. SMCMP: Legislative recognition and encouragement with additional financial resources to accelerate ecological management activities.
- 2. Large increases in public use negatively impacting cultural sites, existing public uses, private land management, public access on private land and roads, natural values, public safety, watershed conditions, fisheries habitat, water quality, livestock grazing and wildlife habitat.
 - a. Existing: BLM has a Draft Southeastern Oregon Resource Management Plan action to make all developments off Mountain so basic needs of the public along the Loop Road are inadequate. Private land has absorbed the majority of public use increases and informal private-BLM management and recreation self-policing have protected the scenic quality with very little damage from recreation.
 - b. SMCMP: Cooperative agreement with private landowners or financial payment to protect viewshed along the Loop Road. Cooperative efforts to provide basic public necessities like rest room facilities and management of public camping relative to other public uses and values prior to increased public use.
- 3. Theft and vandalism of archaeological and cultural sites.
 - a. Existing: Surveys are made prior to management disturbance.
 - b. SMCMP: Formal agreement and communication between the Tribe and individual landowners. Formal agreement with BLM concerning site protection and monitoring.
- 4. Large-scale mining impacting existing public uses, watershed conditions, water quality, natural values, public safety, fisheries habitat, livestock grazing, public roads, scenic values and wildlife habitat.
 - a. Existing: A number of permit requirements would significantly delay or make a new mine unlikely but possible.

- b. SMCMP: Exclusion of mining with exception of a geothermal and historical mining district on the south end. At least three gravel and rock pits for road maintenance would be preserved by the legislation.
- 5. Sales of public land to enhance economic development.
 - a. Existing: Very little if any land is identified for disposal.
 - b. SMCMP: Land exchanges on the Mountain would be encouraged.
- 6. Development of new roads impacting existing public uses, natural values, wildlife habitat, watershed condition, water quality, scenic values and fisheries habitat.
 - a. Existing: Most access roads are left very rough and not maintained.
 - b. SMCMP: Formal agreements would be encouraged with private landowner for watershed maintenance and restricted access when roads are muddy and vulnerable to damage.
- 7. Potential development of private land that negatively impacts wildlife habitat, watershed conditions, water quality, scenic values, livestock grazing, fisheries habitat, public safety, private land use, existing public uses, natural values and public access.
 - a. Existing: Recreational and livestock businesses have historical access to public land and private land making them profitable, effectively providing an incentive not to change the use of private land, minimizing developments on private land.
 - b. SMCMP: Purchase of development rights in certain areas with long-term grazing permits provided for incentives in other areas through Cooperative Agreement.

8. Governmental policy changes in public use.
 - a. Existing: Public uses are generally equal with each other and equal with special values on the majority of the Mountain. Existing special designation do limit many public uses and necessary management actions on more than 30 percent of the area.
 - b. SMCMP: Legislative recognition of uses being equal and not secondary to special values. Encourage Cooperative Agreements with appropriate public uses to identify, protect and manage special values making the public part of the solution. Legislation needs to decrease regulatory and administrative barriers to future adaptive management needs.
9. Noxious weeds and pests identified by APHIS that substantially threaten public use, wildlife habitat, fisheries habitat and watershed conditions.
 - a. Existing: Very few serious noxious weed problems with the exception of medusahead rye. Most serious and high priority problem weeds have been dealt with on a preventive procedure.
 - b. SMCMP: Cooperative Agreement and resources provided to the County Weed Program with incentives provided to private landowners and Cooperative Management Program developed.
10. Insufficient management resources to properly manage for healthy watersheds, wildlife habitat, fisheries habitat, and public use.
 - a. Existing: Even with increased private and public financial resources directed to ecological management efforts, including the reintroduction of fire into the system, additional resources are needed to more quickly and effectively facilitate management activities.
 - b. SMCMP: Increased numbers of Cooperative Agreements, with legislation providing for adequate moneys to accelerate management efforts. Formal fire management agreements for large blocks of land would be developed.

11. Insufficient monitoring resources to assess the success of management or determine needed changes in management.
 - a. Existing: Monitoring information is adequate in most areas but recent administrative activities associated with planning, lawsuits and NEPA compliance have decreased field monitoring in some areas.
 - b. SMCMP: Cooperative monitoring increased with a monitoring plan developed and assisted by a SMAC. Additional funds would be provided by the legislation.

12. Insufficient scientific and site-specific ecological and management information for variable biological conditions, ecological change, natural disturbances and land-use impacts.
 - a. Existing: A lot of ecological, aspen, juniper, and water quality research is underway on private and public lands on Steens Mountain.
 - b. SMCMP: Increased role of science through Cooperative Agreement with legislative funding increases.

13. Potential improper grazing in the event BLM field staff administrative office requirements increase, decreasing management time in the field and less effective cooperative relationships with grazing permittees. Decreased range management resources and shifting personnel priorities could also cause less on-the-ground management. Decreased cooperative efforts might have a negative impact on riparian areas, watershed conditions, water quality, wildlife habitat, existing public uses, cultural sites and fisheries habitat.
 - a. Existing: Positive trend and progressive management systems on private and public lands are cooperatively implemented with good monitoring showing upward trend in almost all areas. Most streams have been formally documented to be in proper functioning condition with healthy fish populations and fish habitat in good condition.

- b. SMCMP: Expansion of cooperative management efforts with longer term grazing permits provided in certain types of Cooperative Agreements. Existing grazing levels would be protected and financial resources provided for grazing administration and monitoring.
- 14. Potential decreased management resources to gather and control wild horse use could damage riparian areas, watershed conditions, water quality, wildlife habitat, existing public uses, cultural sites and fisheries habitat.
 - a. Existing: Successful herd management programs but application of prescribed fire and other important management practices have been restricted similar to other special designation.
 - b. SMCMP: Increase private role through Cooperative Agreement with wild horse groups and private landowners would enhance management efforts with adequate monies to meet population objectives provided by the legislation.
- 15. Wildfire and other natural events threatening management conditions in sensitive areas, public safety and cultural sites.
 - a. Existing: Confusion concerning fire management and control protocol makes it difficult to implement prescribed burns and allow certain beneficial wildfires to burn. Overall, the effectiveness of prescribed burning through cooperative efforts has been excellent.
 - b. SMCMP: Formal agreements on wildfire and prescribed burning would be encouraged with burning management applied on a landscape basis.
- 16. Existing special designation restricting certain management activities causing a permanent loss of quaking aspen and other important plant communities and habitats.

- a. Existing: Special designations including the WSR, WSAs, ACECs, Research Natural Areas (RNAs), Herd Management Areas (HMAs), visual classifications and Scenic areas have prevented the reintroduction of fire into these areas. Reductions of the understory vegetation and decreased ladder fuels have completely suppressed the ability of those areas to burn except under catastrophic conditions. Quaking aspen plant communities cannot be restored and many have completely died.
- b. SMCMP: Legislation provide for specified ecological management activities in existing designations to protect and meet legal management requirements for fish habitat, wildlife, water quality, watershed condition, sensitive and endangered species and public use.

RAC REPORT

The Steens Working Group recognizes that the Southeast Oregon RAC Report on the Steens Mountain is not within the scope of this Group to alter. However, the Group reviewed the report and developed some recommendations. The changes below reflect the RAC Report format but are solely the recommendations of the Steens Working Group.

Private Land

Consensus: Allow for willing seller with the Federal Government or other parties.

Disagreement Point: No Federal condemnation authority

Alternative 1 - Supported by Sybil Ackerman

Proposal: Within the NCA, the Secretary may not acquire any land or interest in land without the consent of the owner or owners so long as the owner or owners use such land for substantially the same purposes and in the same manner as it was used and maintained on January 1, 2000: Provided, however, the Secretary may acquire any land or interest in land without the consent of the owner or owners when such land is in imminent danger of being used for different purposes or in a different manner from the use or uses existing on January 1, 2000. The Secretary shall publish, within one hundred and eighty (180) days of the enactment of this

legislation which shall be used by him to determine what constitutes a substantial change in land use or maintenance for the non-Federally-owned land within the Area. The SPG shall implement this definition.

Rationale: This language permits condemnation if all attempts at a negotiated solution fail, and it is absolutely necessary for the Federal Government to purchase the land in order to protect the Steens-Alvord Basin and Range from intrusive and damaging development.

Alternative 2 - Supported by Mike Golden, Chris Solomon, Wanda Johnson, Dan Nichols, and Stacy Davies

Proposal: No Federal condemnation authority.

Disagreement Point: No net loss of private land values in Harney County.

Alternative 1 - Supported by Stacy Davies, Dan Nichols, and Chris Solomon

Proposal: No net loss of private land values in Harney County.

Rationale: In excess of 75 percent of Harney County is in Federal ownership. It is vital to the long-term economic future of this County not to have an increase in Federal ownership.

Alternative 2 - Supported by Sybil Ackerman and Wanda Johnson

Proposal: Do not include no net loss.

Rationale: There should be an opportunity for creative land management projects and this overlay could serve to limit such opportunities.

Partnerships

Consensus: Actions by agencies should not jeopardize partnerships.

Mining and Minerals Management

Disagreement Point: Boundary and extent of mining restrictions.

Alternative 1 - Supported by Stacy Davies

Locatables, leasables and saleables would all be withdrawn in the High Country Area (Stacy's proposed boundary).

SMAC would cooperatively work to minimize or mitigate mining in land surrounding the Steens Mountain High Country Area. Cooperative agreements could be entered into with private landowners to limit mining on private land.

SMAC will give special restrictions to ACECs, RNAs, WSAs, and WSR corridor in land surrounding Steens Mountain High Country Area.

Alternative 2 - Supported by Sybil Ackerman and Wanda Johnson

Proposal: Withdrawal of the entire area within the boundary of locatable, leasable, saleables, but grandfathering in specific known gravel pits that are expressly named in the legislation (gravel pits to be decided by BLM).

Rationale: Mining is not appropriate in an area as ecologically significant as the Steens-Alvord. Mining can be ecologically devastating, as well as having deleterious effects on solitude and open space. A few rock pits can remain open for the continued maintenance of public-owned roads.

Disagreement Point: Geothermal

Alternative 1 - Supported by Sybil Ackerman

Proposal: No geothermal mining.

Rationale: The intrusive nature of geothermal mining would forever change the Steens-Alvord, prized as a destination spot by countless recreationists, scientists, Tribal members, and naturalists. A geothermal plant can cause damage to an area by (1) decreasing the temperature of the underground reservoir, (2) utilizing water that can contain toxic chemicals, (3) causing ecological disturbance, and (4) causing an unsightly intrusion across the landscape.

Alternative 2 - Supported by Mike Golden, Chris Solomon, Wanda Johnson, Dan Nichols, and Stacy Davies

Proposal: No geothermal development will be allowed on the Alvord playa. Geothermal development within any other boundary of the Steens Mountain area will only be allowed when need can be established and all other locations have been exhausted.

Wild Horse Management

Consensus: Adequately fund, maintain and manage wild horse herds in established HMAs at Appropriate Management Levels to ensure a thriving ecological balance.

Alternative 1 - Supported by Mike Golden, Wanda Johnson, Chris Solomon, Stacy Davies, and Dan Nichols

Proposal: Necessary tools for managing wild horses are critical under any designation; e.g., helicopter overflights, landing, construction of temporary corrals and vehicular access.

Alternative 2 - Supported by Sybil Ackerman

Proposal: No additional language.

Cultural Resources

Consensus:

- S Recognize the importance of and protect when appropriate, historic homestead sites on the Mountain.
- S Protection and preservation of traditional cultural, religious and subsistence gathering and uses of the Paiute Indian people indigenous to this area.
- S Protect archaeological sites without disclosing locations.
- S Develop educational information and outreach that makes people aware of the need to preserve historic and cultural resources, as well as the laws governing them.
- S Dedicate a monument somewhere on the Mountain to the Paiute Tribe.

Provide Adequate Resources for Management

Consensus: There are to be appropriated such sums as are necessary to carry out this Act. Provide funding for monitoring and incorporate monitoring strategy into a management plan. This includes adequate staffing and best available science. In order to assist in the development and implementation of the management plan, the Secretary may authorize appropriate research, including research concerning the environmental, biological, hydrological, cultural, scenic, scientific, wildlife, riparian, wilderness, endangered species, and recreation resources of the public land therein contained.





